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**Report of the Secretary-General on the Peacebuilding Fund**

# The Peacebuilding Fund

## Report of the Secretary-General

*Summary*

The present report is submitted pursuant to General Assembly resolution 63/282 and covers the activities of the Peacebuilding Fund for the period from 1 July 2009 to 30 June 2010. As at 30 June 2010, the total portfolio of the Fund (including deposits and interest income) had grown to $357.3 million. With an expanding donor base, which now numbers 48, the Fund maintains its position as a global fund with one of the broadest donor bases of any multi-donor trust fund administered by the United Nations and is now acknowledged to be one of the key instruments in the provision of early support for peacebuilding.

During the reporting period, the Peacebuilding Fund allocated a total of $63.51 million in 16 countries on security sector reform; disarmament, demobilization and reintegration; youth employment; national reconciliation; good governance; and rule of law, up from $43.94 million in 2008/09. The Fund had a total of 14 recipient United Nations organizations in 2009.

Following the revision of its terms of reference in 2009, the Peacebuilding Fund has improved efficiency with new management procedures and is now shifting its focus to programme quality and better reporting of performance and impact. The goal is to enable the Fund to respond more effectively to the needs and challenges of post-conflict and post-crisis countries in a rapid, relevant and catalytic manner, thus preventing the risk of relapse into violent conflict.

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# I. Introduction

1. By its resolution 63/282, the General Assembly requested the Secretary-General to submit an annual report on the activities of the Peacebuilding Fund. The present report, which is the fourth of its kind, provides brief summaries by country, and results are discussed more substantively by sector. While the process of reporting on results has improved, it remains challenging owing to the fact that the guidance based on the new terms of reference has been in effect for less than a year, the monitoring and evaluation systems are still relatively new, and the challenges inherent to measuring peacebuilding.

2. Although the formal reporting period on activities of the Fund is from July 2009 to June 2010, much of the analysis covers calendar year 2009, for which data on financial expenditure exists. The present report is informed by various United Nations documents: reports of the Secretary-General to the Security Council; annual report of the Multi-Donor Trust Fund Office on the Peacebuilding Fund; recipient United Nations agency project updates; and information provided by country-based staff of the Organization.

# II. Administration and use of the Fund

## A. Fund overview

3. A donor study of global multi-donor trust funds[1] that was undertaken in 2010 affirmed the potential of the Peacebuilding Fund to become a critical instrument in transition contexts, highlighting its structures to advance national ownership in countries and relatively transparent procedures both in country and in New York. Two highlights of this reporting period, which informed the review, include the revision of the terms of reference of the Fund and the release of revised guidelines for applicants.

4. The Peacebuilding Support Office worked during 2009 to rebrand the Fund as a fast, relevant and catalytic instrument for early peacebuilding to prevent relapse into violent conflict. The combination of the rapid and short-term Immediate Response Facility, and the longer-term, country-determined Peacebuilding and Recovery Facility gives the Fund flexibility to fill critical funding gaps (within and outside official development assistance criteria)[2] in sensitive sectors and in a participatory fashion benefiting from the strategic advice of Government, civil society and United Nations leadership in countries.

## B. Contributions, allocations, approval and expenditures

5. At 30 June 2010, total contributions to the Fund stood at $342.0 million (see annex I), which includes contributions of $32.4 million since June 2009. In addition

[1] Department for International Development, "A Comparative Review of System-wide Multi-Donor Trust Funds and other Funding Instruments for Peacebuilding and Post-conflict Recovery" working draft of 21 May 2010.

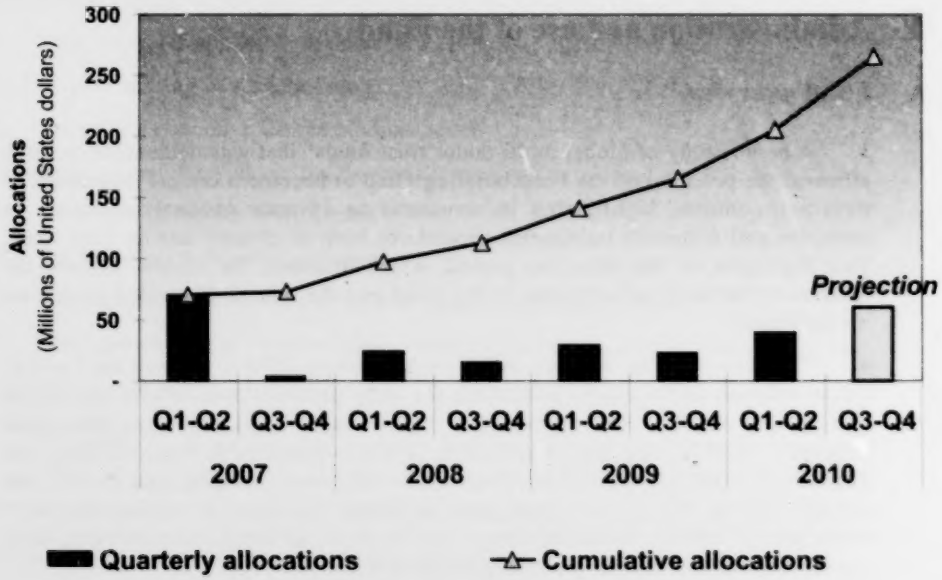
[2] Organization for Economic Cooperation and Development-Development Assistance Committee, available from http://www.oecd.org/dataoecd/21/21/34086975.pdf.

to donor contributions, the Fund earned a total of $15.3 million in cumulative interest (through 31 December 2009).[3]

6. This increase is attributable to 17 established donors who have made additional contributions to the Fund, and three new donors, bringing the total to 48. As such, the Peacebuilding Fund maintains its position as a fund with one of the broadest donor bases of any United Nations-administered Multi-Donor Trust Fund.[4]

7. By 30 June 2010, $204.8 million (59.9 per cent) of the Fund's deposits had been allocated to activities in 16 recipient countries, up from 45.6 per cent allocated to 12 countries as at the end of June 2009. Four of the recipient countries are on the agenda of the Peacebuilding Commission. Figure I shows a steady growth trend for Fund allocations since 2007. With a number of countries (including Côte d'Ivoire, Guinea, Guinea-Bissau, Kyrgyzstan, Lebanon, Liberia and Uganda) likely to be allocated funding soon, projected allocations for the second half of 2010 are expected to be higher than those for the first half.

Figure I
**Peacebuilding Fund allocations trend: 2007-2010**




8. A total of 13 United Nations organizations had received funds by December 2009, up from 10 at the end of 2008, as shown in table 1. While UNDP remains the largest recipient, the cumulative proportion of its receipts decreased from 77 per cent to 70 per cent by the end of the period under review, reflecting increased funding to a broader group of United Nations organizations. To date, neither the

[3] Multi-Donor Trust Fund Office, "Third Consolidated Annual Progress Report on Activities Implemented under the Peacebuilding Fund 1 January to 31 December 2009", report of 20 June 2010.

[4] Ibid.

Department of Political Affairs nor the Department of Peacekeeping Operations has received direct support.

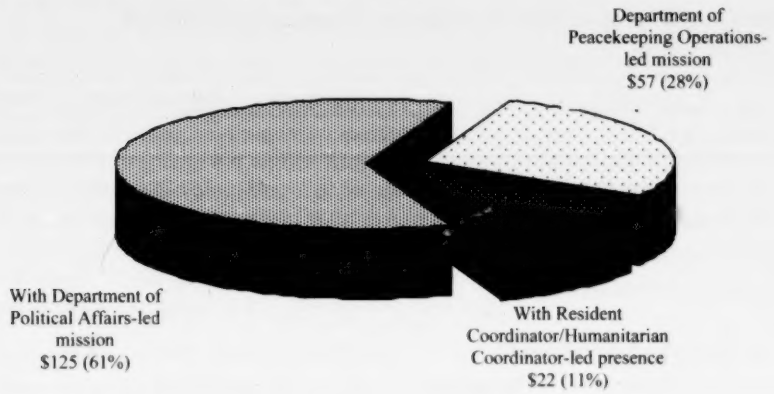
Table 1
**Peacebuilding Fund: project flows by recipient organization in 2008/09**
(Millions of United States dollars)

| | *Number of projects* | | *Cumulative transfers* | | *Cumulative expenditures* | |
|---|---|---|---|---|---|---|
| *Recipient agencies* | *2008* | *2009* | *2008* | *2009* | *2008* | *2009* |
| United Nations Development Programme (UNDP) | 38 | 68 | 67.26 | 90.19 | 38.77 | 67.53 |
| United Nations Population Fund (UNFPA) | 1 | 5 | 4.20 | 7.57 | 2.58 | 5.10 |
| International Organization for Migration (IOM) | 2 | 8 | 4.61 | 6.22 | 1.25 | 5.08 |
| United Nations Office for Project Services (UNOPS) | 2 | 5 | 2.69 | 5.63 | 0.87 | 3.33 |
| United Nations Children's Fund (UNICEF) | 1 | 4 | 0.19 | 4.29 | 0.03 | 2.70 |
| United Nations High Commissioner for Refugees (UNHCR) | 3 | 9 | 2.80 | 4.28 | 0.94 | 3.22 |
| United Nations Development Fund for Women (UNIFEM) | 2 | 2 | 3.72 | 3.72 | 2.49 | 3.60 |
| Office of the United Nations High Commissioner for Human Rights (OHCHR) | 1 | 1 | 0.40 | 2.00 | 0.08 | 0.35 |
| United Nations Educational, Scientific and Cultural Organization (UNESCO) | 1 | 4 | 0.90 | 1.95 | | 0.71 |
| International Labour Organization (ILO) | | 1 | | 1.85 | | 0.07 |
| United Nations Office on Drugs and Crime (UNODC) | 1 | 1 | 0.90 | 0.90 | 0.11 | 0.34 |
| Food and Agriculture Organization of the United Nations (FAO) | | 1 | | 0.80 | | 0.12 |
| United Nations Human Settlements Programme (UN-Habitat) | | 1 | | 0.75 | | 0.20 |
| **Total** | **52** | **110** | **87.67** | **130.15** | **47.12** | **92.35** |

*Source*: Multi-Donor Trust Fund Office, Gateway, June 2010.

9. While neither the Department of Political Affairs nor the Department of Peacekeeping Operations is a current recipient of allocations from the Peacebuilding Fund, most of the countries receiving assistance from the Fund are also those in which United Nations peacekeeping and political missions are deployed. Countries with Department of Political Affairs-led missions account for a growing proportion of Fund allocations at 61 per cent of the total, as shown in figure II, followed by Department of Peacekeeping Operations-led missions (28 per cent). Special and Executive Representatives of the Secretary-General who lead these missions offer critical leadership for the Peacebuilding Fund at the country level. In their role as co-chair, with the appropriate government representative, of the peacebuilding joint steering committees, these United Nations officials facilitate, in consultation with Resident Coordinators, the identification of priorities and monitor the implementation of activities.

Figure II
**Peacebuilding Fund and United Nations country configuration**
(As at 30 June 2010 in millions of United States dollars)




10. As a percentage of cumulative transfers to United Nations organizations in countries rates of global Peacebuilding Fund expenditure, defined as cumulative expenditures, have improved, with overall delivery at 71 per cent of total allocated funds as at 31 December 2009 (see table 2), as compared with 54 per cent in 2008.

Table 2
**Cumulative implementation rate by country**
(Cumulative expenditures out of total allocations)

| | *2009 (percentage)* | *2008 (percentage)* |
|---|---|---|
| **Countries on the agenda of the Peacebuilding Commission** | | |
| Burundi | 88 | 64 |
| Guinea-Bissau | 61 | 39 |
| Sierra Leone | 83 | 53 |
| Central African Republic (includes first tranche only) | 54 | — |
| **Average** | **80** | **57** |
| **Countries not on the agenda of the Peacebuilding Commission** | | |
| Côte d'Ivoire | 100 | 61 |
| Liberia | 55 | 14 |
| Nepal | 13 | — |
| Guinea | 11 | — |
| Comoros | 2 | — |
| **Average** | **45** | **37** |
| **Combined Peacebuilding and Recovery Facility projects (94)** | 71 | 55 |
| **Immediate Response Facility projects (13)** | 74 | 43 |
| **Overall** | **71** | **54** |

*Source*: Multi-Donor Trust Fund Office.

# III. Recipient country highlights and updates

## A. Peacebuilding and Recovery Facility — countries on the agenda of the Peacebuilding Commission

11. The Peacebuilding and Recovery Facility, which is the principal mechanism for allocations to countries, involves a two-tiered decision-making process. Allocations are approved by the Peacebuilding Fund at United Nations Headquarters towards a country-level priority plan, the implementation of which is overseen by a joint steering committee, co-chaired by a Government representative and the most senior United Nations official in the country.

*Burundi*

12. In his fifth report to the Security Council on the United Nations Integrated Office in Burundi (S/2009/270), the Secretary-General stated that Burundi had made commendable progress in the implementation of the Comprehensive Ceasefire Agreement, although much more remained to be done in the justice and security sectors, civilian disarmament and democratic governance, as well as in support of community recovery. Support provided by the Peacebuilding Fund for the formal disarmament, demobilization and reintegration process for combatants of the Forces nationales de Libération, assisting with the cantonment, separation and integration of minors associated with armed combat, was noted as important. The allocation to Burundi has been fully transferred for activities, with expenditures standing at 88 per cent (see table 2). The independent midterm evaluation conducted in October 2009 acknowledged the important contribution of the Fund to peace consolidation by addressing the drivers of the conflict, filling gaps and improving stakeholder partnerships, such as through its security sector work and support to national political dialogue. The draft report highlighted, however, the need for greater focus on the sustainability of activities delivering peace dividends and improved guidance. With the first allocation nearly fully implemented, the Joint Steering Committee, which is co-chaired by the Executive Representative of the Secretary-General for Burundi, is considering whether to request a second Peacebuilding and Recovery Facility tranche for peace consolidation.

*Sierra Leone*

13. As stated by the Secretary-General in his fourth report to the Security Council on the United Nations Integrated Peacebuilding Office in Sierra Leone (UNIPSIL) (S/2010/135), the efforts of Sierra Leone to consolidate peace continue to be challenged by mistrust among political actors. In March 2009, politically motivated violence led to the postponement of local council by-elections in Pujehun district. Consultations, which were mediated by UNIPSIL, resulted in the signing of the joint communiqué between the feuding parties. With Peacebuilding Fund resources, activities supporting an investigative commission, rehabilitation of damage caused during the incidents, political dialogue and police professionalization were launched to assist with implementation of the joint communiqué. More broadly, during the reporting period, nine new Peacebuilding and Recovery Facility projects in total, including support for legislative reforms ($700,000) and assistance to the national

public broadcast service ($850,000), and two Immediate Response Facility projects were approved. By the end of 2009, cumulative expenditures had risen to 83 per cent of all funds allocated. A midterm evaluation[5] of the Peacebuilding Fund undertaken in 2009 credited it with filling critical gaps for quick results and building institutional capacity to address root causes, such as the lack of respect for human rights and weak rule of law. On 1 November 2009, the Executive Representative of the Secretary-General for UNIPSIL launched the United Nations Joint Vision for Sierra Leone in support of the Government's Agenda for Change. The Fund may consider providing support for the peacebuilding activities integrated into the United Nations Joint Vision, consistent with the outcome of the High-level Special Session of the Peacebuilding Commission, which was held in June 2009.

*Central African Republic*

14. Since December 2008 peacebuilding in the Central African Republic has centred on the recommendations of the inclusive political dialogue process, in particular the disarmament, demobilization and reintegration programme and preparations for the conduct of presidential and legislative elections. While many Peacebuilding Fund activities have made significant progress, in particular activities related to quick peace dividends in socio-economic reintegration and social cohesion, the start of the largest project, the "Support for the disarmament, demobilization and reintegration of armed groups" ($4 million) was delayed (April 2009) owing to prolonged finalization of the disarmament, demobilization and reintegration strategy. Peacebuilding and Recovery Facility expenditures by the end of 2009 amounted to $5.4 million (54.0 per cent delivery of funds allocated largely in 2008). In October 2009, and after a series of consultations with the Government, the United Nations Integrated Peacebuilding Office in the Central African Republic (BINUCA), and the United Nations country team, the Central African Republic received a second Peacebuilding Fund allocation amounting to $20 million. To date, only $2.3 million from the second tranche has been approved. The priority plan is aligned with the strategic framework for peacebuilding in the Central African Republic (PBC/3/CAF/7) as developed with the Peacebuilding Commission, in particular by jump-starting the disarmament, demobilization and reintegration process, securing the elections and starting up the activities identified at the round table on security sector reform.

*Guinea-Bissau*

15. In 2009 and 2010, political violence and a climate of impunity continued to beleaguer peacebuilding efforts in Guinea-Bissau. The period under review was marked by the assassinations of the President and the Chief of General Staff of the armed forces in March 2009, and the unlawful military action on 1 April 2010 led by the Deputy Chief of General Staff of the Armed Forces (see S/2010/335). These events had negative impacts on overall implementation of the activities of the Peacebuilding Fund. The initial Peacebuilding Fund allocation of $6 million supports the priorities in the strategic framework for peacebuilding developed with the Peacebuilding Commission and includes: the refurbishment of military barracks; support to vocational training programmes; youth employment; and the

[5] Campbell, Kayobera and Nkurunziza, "Mid-Term evaluation report of the Peacebuilding Fund in Sierra Leone", December 2009.

rehabilitation of prisons. To date, 61 per cent of project funds have been disbursed. Consultations with the Peacebuilding Support Office, the Government and the United Nations Integrated Peacebuilding Office in Guinea-Bissau resulted in the agreement to allocate a second tranche of the Peacebuilding and Recovery Facility to support a new set of priorities aligned to the strategic framework for peacebuilding adopted by the Peacebuilding Commission.

## B. Peacebuilding and Recovery Facility — countries not on the agenda of the Peacebuilding Commission

*Liberia*

16. Although Liberia continues to make progress towards consolidating peace, significant challenges remain in the development of the country's security and rule of law institutions. A significant step, however, was the publication in 2009 of the report of the Truth and Reconciliation Commission, which sets out the road Liberia will take towards reconciliation. The Joint Steering Committee, co-chaired by the Special Representative of the Secretary-General for Liberia, approved 18 projects in 2009, while Liberia also benefited from two other Immediate Response Facility projects related to reconciliation and prisons. Implementation shows a steady growth in 2009 to 55 per cent, which by the end of June 2010 is close to 70 per cent. The findings of an independent midterm evaluation[6] conducted in February 2010 found that the peacebuilding process had ensured national ownership, helped develop a common understanding of priorities for peacebuilding, and identified projects that addressed drivers of conflict. Activities highlighted as effective included support to rule of law in two conflict-affected counties, agricultural training of ex-combatants from hot spot areas, professionalization of the police and capacity-building of institutions, including the Anti-Corruption Commission, the Truth and Reconciliation Commission and the Ministry of Justice. In May, 2010, Liberia formally requested the support of the Peacebuilding Commission, and will receive an additional allocation from the Peacebuilding Fund.

*Côte d'Ivoire*

17. While the security situation has not deteriorated significantly in Côte d'Ivoire, in his twenty-fourth report on the United Nations Operation in Côte d'Ivoire (UNOCI) (S/2010/245) the Secretary-General expresses caution, noting the repeated delays in holding elections beyond the original schedule for the implementation of the Ouagadougou Political Agreement of March 2007. Despite the extended transition, the United Nations Technical Assessment Mission of April 2010 indicated that all stakeholders recognized that the Ouagadougou Political Agreement and its supplementary agreements, whose facilitation process has been supported by the Peacebuilding Fund, has achieved more progress towards resolving the Ivorian crisis than preceding agreements. Côte d'Ivoire has fully disbursed its Peacebuilding Fund allocation with support provided to the "1,000 micro-projects" for ex-combatants and the Office of the Facilitator in Abidjan. In his report, the Secretary-General called on UNOCI and the United Nations country team to increase assistance, including from the Peacebuilding Fund, to the Government and Ivorian civil society in developing initiatives for the promotion of social cohesion and national

[6] Snell, Bloch and Oogba, "Peacebuilding Fund in Liberia — mid-term review", March 2010.

reconciliation, the restoration of State authority, including the provision of basic services, and the implementation of the fourth supplementary agreement of the Ouagadougou Political Agreement, signed in December 2008 (Ouagadougou IV).

*Nepal*

18. Progress since the signing of the Comprehensive Peace Agreement in November 2006 has been intermittent, with a political deadlock impeding implementation of the peace agreement. In his report on the request of Nepal for United Nations assistance in support of its peace process (S/2010/214) the Secretary-General indicated that mutual mistrust among the parties to the peace agreement has continued to fuel the political crisis. Nevertheless, the Peacebuilding Fund has continued to support the peace process in Nepal. Fund allocations made in alignment with the United Nations Peace Fund for Nepal account for about 31 per cent of total contributions to the Peace Fund for Nepal. This catalytic support to the Peace Fund for Nepal has been used to assist with the discharge of Maoist army personnel disqualified in 2007 as minors and late recruits; reporting and responding to conflict-related violations of child rights; reproductive health services for female Maoist army personnel; transitional justice; action against gender-based violence; providing employment opportunities for conflict-affected youth; and reparations. The funds are all allocated in key areas benefiting from the comparative advantage of United Nations assistance and complement the Peace Trust Fund of the Government of Nepal.

*Comoros*

19. Following the signing of an agreement between the President and the Governors of Grande Comores, Anjouan and Moheli on 16 June 2010, the archipelago is preparing for elections towards the end of 2010. While the agreement helped to avert a crisis over the electoral calendar, key institutional reforms that were agreed upon during the referendum on the amendment of the Constitution, held in May 2009, still need to be implemented. Since the Peacebuilding Fund allocation of $9 million in 2009, the Joint Steering Committee has identified 12 activities in the areas of security sector reform, governance, social cohesion and revitalization of the economy. A support mission was fielded in March 2010 to assist the United Nations country team in the development of a results-based framework to enhance the performance monitoring of portfolio allocations.

*Guinea*

20. In 2009, peacebuilding efforts in Guinea were aimed at facilitating a return to constitutional order following the bloodless military coup in December 2008. The United Nations remained engaged in peace consultations, in collaboration with the International Contact Group on Guinea and the Economic Community of West African States (ECOWAS), and, with Peacebuilding Fund financing, is supporting the ECOWAS-mandated facilitator for Guinea, President Blaise Compaoré of Burkina Faso. The violent events of 28 September 2009, in which security forces fired on and killed unarmed demonstrators, further heightened international attention. Alongside the mediation process, the United Nations Office for West Africa and the United Nations country team, with the support of the Peacebuilding Support Office, have developed emergency support projects for conflict prevention and justice and security sector reform in the lead-up to future elections. Meanwhile,

the $6 million previously awarded in late 2008 was reprogrammed to support immediate response activities in the areas of dialogue, human rights, justice and security, youth employment and women in peacebuilding. In addition, an Immediate Response Facility project was approved to support security aspects of the crucial post-crisis elections in Guinea in June 2010. The United Nations country team and the World Bank are discussing how to design activities that could benefit from early Peacebuilding Fund support and subsequent World Bank and Government investment.

*Democratic Republic of the Congo*

21. In his thirty-first report to the Security Council on the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC) (S/2010/164) the Secretary-General highlighted the important peacebuilding gains made in 2009, which included the rapprochement between the Democratic Republic of the Congo and Rwanda, joint military operations against the remaining rebel groups, and an increased rate of voluntary participation by rebels in disarmament, demobilization and reintegration programmes. However, significant challenges include persistent human rights violations and limited reach of the State, both of which the Peacebuilding Fund is helping to address. In mid-2008, the United Nations system, led by MONUC, launched the Security and Stabilization Support Strategy to address transitional requirements in the eastern Democratic Republic of the Congo. In June 2009, the Government launched the Stabilization and Reconstruction Plan in Conflict-Affected Areas of Eastern Democratic Republic of the Congo (STAREC) to consolidate the peacebuilding gains achieved and applied a Peacebuilding Fund allocation of $20 million approved in October 2009 to help jumpstart those plans. The STAREC Steering Committee, co-chaired by the Prime Minister and the Special Representative of the Secretary-General for the Democratic Republic of the Congo, has approved eight projects for a total of $13.9 million (as of July 2010) in the areas of: community-based reintegration of 6,000 ex-combatants; support to war-wounded staff of the Congrès national pour la défense du peuple; support for the re-establishment of State presence in mining regions in the Kivus; police reform; infrastructure rehabilitation; local administration; and provincial reconciliation structures. The STAREC Steering Committee is supported by the Department of Peacekeeping Operations and members of the United Nations country team in the form of a Joint Stabilization Support Unit, which exemplifies a harmonized approach, including the sharing of support costs.

*Uganda*

22. On 4 June 2010, the Secretary-General declared Uganda eligible to receive resources from the Peacebuilding Fund. Allocations to northern Uganda build on the stability engendered by the peace agreement mediated by the Government of Southern Sudan and facilitated by the Special Envoy of the Secretary-General for the Lord's Resistance Army-affected Areas. Although the peace agreement was never formally concluded, over 85 per cent of the 1.1 million displaced people in the Acholi subregion have returned home, and basic security has been restored. Support from the Peacebuilding Fund, provided through the United Nations Peacebuilding and Recovery Assistance Programme for Northern Uganda (2009-2011) will provide an opportunity to help improve access to services in conflict and displacement-affected subregions of the country by addressing community security, reintegration,

human rights, social cohesion and reconciliation. Uganda is finalizing its priority plan, based on which a Peacebuilding Fund funding allocation will be determined.

## C. Immediate Response Facility approvals

23. Introduced under the new terms of reference for the Peacebuilding Fund (see A/63/818, annex), the Immediate Response Facility enables the Fund to respond to urgent needs in the immediate aftermath of conflict or when unforeseen events in the peacebuilding processes occur (such as unforeseen political violence). Nine Immediate Response Facility proposals totalling $23.3 million in value were approved during the reporting period, of which 54 per cent fell within priority area 1 (security sector reform and the rule of law), 20 per cent in priority area 2 (including post-conflict election support in Burundi and Guinea), and 26 per cent under priority area 3 (creation of employment opportunities for at-risk youth and reintegration of internally displaced persons). Of the nine new Immediate Response Facility projects, seven were approved by the Peacebuilding Support Office within the management target decision period of three weeks. An emerging concern with respect to the Immediate Response Facility has been the short time period for implementation of projects that need review (see section VII.A). Below is a summary of the projects supported.

**Essential support for rule of law**

24. In Liberia, where rule of law and security remain a challenge to long-term peacebuilding and recovery, Immediate Response Facility support of $0.9 million (UNOPS) was provided to enhance security at corrections facilities in Monrovia and Sanniquellie, considered as the most at risk for prisoner breakouts. The Peacebuilding Fund contributed approximately $1.0 million to a UNDP-run quick-impact police and security capacity development programme in Puntland, Somalia.

**Improving pre-election security**

25. The Sudan was declared eligible to access the Peacebuilding Fund to improve security through support for the disarmament, demobilization and reintegration of ex-combatants and their reintegration into civilian society. The United Nations Mission in the Sudan facilitated the approval of two Immediate Response Facility projects (UNDP as lead) in order to finance a critical disarmament, demobilization and reintegration funding gap in programmes in Abyei ($6.7 million targeting 3,362 ex-combatants and their families, including 300 women and 400 disabled ex-combatants), and in Eastern Sudan ($1.7 million to disarm, demobilize and reintegrate 850 ex-combatants). The declaration of eligibility by the Secretary-General opened the possibility of an application to the Peacebuilding and Recovery Facility.

**Delivering critical early peace dividends**

26. The end of the war in Sri Lanka in May 2009 provided an opportunity to undertake peacebuilding in the war-affected areas of northern and eastern Sri Lanka, including the sustainable resettlement of those displaced by more than 20 years of fighting. With $3 million (UNDP and UNICEF), the Peacebuilding Fund is providing support for mine clearance and awareness as well as assistance to victims as part of a safe return programme. Immediately prior to the earthquake in January

2010, Haiti had received an Immediate Response Facility allocation of $3 million (UNDP) to create sustainable livelihoods for vulnerable youth. Activities were adjusted after the earthquake to improve livelihoods and create jobs for internally displaced persons as well.

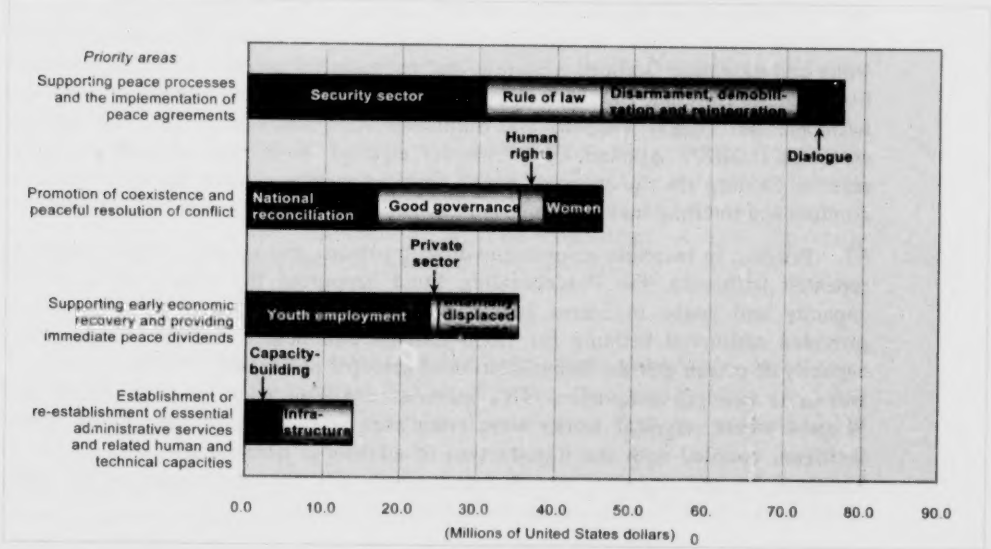
**Providing critical election support and political dialogue**

27. Under certain circumstances the Peacebuilding Fund has financed elections, primarily as a donor of last resort if the organization of credible elections is at risk owing to lack of funding, or if, in rare cases, there are security-related aspects for which the Peacebuilding Fund can make exceptions. In Burundi, the Immediate Response Facility filled a gap of $3 million (UNDP) to issue identity cards to over 1 million potential voters (at least 50 per cent of whom are women). Immediate Response Facility emergency support in the amount of $1.8 million (UNDP) was provided to Guinea ahead of the elections in June 2010, for which the decision was approved in three days. Also in Guinea, the Peacebuilding Fund provided $0.6 million (UNDP) to support the ECOWAS-mandated political facilitation, under the leadership of the Special Representative of the Secretary-General for West Africa and the Department of Political Affairs.

# IV. Results in 2009 and update as at 30 June 2010 by priority area

28. The Peacebuilding Fund invests in four priority areas as outlined in its terms of reference, broken down further by the Peacebuilding Support Office into 13 "peacebuilding outcomes", which will be at the heart of the monitoring and evaluation system under development (see figure III).

Figure III
**Fund-approved project budget by priority area and outcome (as at 30 June 2010)**



**Priority area 1: supporting peace processes and the implementation of peace agreements**

29. This priority area accounts for the largest share of peacebuilding funding, roughly 30 per cent cumulatively, and demonstrates the ability of the Peacebuilding Fund to support activities in this often sensitive area.

*Outcome 1: strengthened security sector* (Burundi, Sierra Leone, Comoros, Somalia, Sri Lanka and Haiti)

30. Support to security sector reform is the single largest area of investment for the Peacebuilding Fund and includes activities in support of the police, military and corrections institutions.

31. Police: in Burundi, the Peacebuilding Fund provided support ($6.9 million; UNDP) to enhance community policing skills and capacity through the provision of uniforms to 16,000 officers and of modern communication systems and vehicles to improve response capacity. This support is cited in the midterm evaluation as one of the most effective interventions. In Liberia, the Peacebuilding Fund provided support, through UNDP, to the development and publication of information, education and communications materials for an awareness campaign on public rights for use by the police. In March 2009, when Sierra Leone experienced political violence, the Peacebuilding Fund provided support to the response of UNIPSIL with $1.9 million to implement the joint communiqué. Nearly 2,500 crowd control officers and police support units from 32 divisions countrywide were trained and equipped with non-lethal items (vehicles/trucks, helmets, batons, shields, loudspeakers, protective clothing). The midterm evaluation of the Peacebuilding Fund in Sierra Leone noted that support from the Fund for those activities "exemplif[ied] gap-filling with quick results". To complement those efforts, much more needs to be done to track accountability mechanisms for police management, behavioural changes in the force and public trust.

32. Military: the Peacebuilding Fund invests more than $18 million in "brick and mortar" projects for the security sector in order to help professionalize military forces. In Sierra Leone, medical health facilities were constructed and temporary water and sanitation facilities were provided for barracks under a project implemented by UNDP. In Burundi, 15,000 military staff have now been housed in 14 rehabilitated barracks, and 16,000 weapons and munitions were reintegrated into the national stockpile (UNDP). Another UNDP project enabled 70 military command staff to receive training on the military penal codes. Awareness materials on a code of conduct and international humanitarian law were distributed to every military unit.

33. Prisons: in response to overcrowding in prisons and security threats owing to repeated jailbreaks, the Peacebuilding Fund supported the expansion of prison capacity and space in Sierra Leone. Completed in October 2009, the project provided additional bedding for 1,000 inmates and helped improve the response capacity of prison guards. Rehabilitation of selected prisons by UNODC in Guinea-Bissau is nearing completion. This includes the regional prisons in Bafatá and Mansôa where physical works were completed at the end of May 2010. Those facilities, coupled with the introduction of additional penitentiary staff trained in human rights and improved records management, will enhance respect for the rights of detainees and will complement the delivery of justice.

*Outcome 2: more efficient judiciary systems*

34. Justice projects in Sierra Leone, Burundi and Liberia have provided visible outputs, such as the rebuilding and equipping of the courts and the recruitment and training of judiciary staff. Liberia has prioritized its Peacebuilding Fund assistance for the revival of its judicial system. In 2009, activities supported by the Peacebuilding Fund (UNDP) deployed 21 public defenders to selected counties. Among other activities, support was provided to outreach activities of the Sexual and Gender-Based Violence Crime Unit of the Ministry of Justice (UNFPA). Courthouses in Daru, Mile 2 and Masiaka started operating in 2009, owing in part to $4 million worth of training, equipment and rehabilitation support (UNDP). Over 680 out of the original 700 target backlog court cases (some going back to 1996) were disposed of.[5] Similarly, using Peacebuilding Fund resources ($1.2 million; UNDP), Burundi supported the judiciary, assisting with the hearing of 1,621 backlogged cases and the registration of 2,115 new ones. Pretrial detention periods were also reduced. Transitional justice has received Peacebuilding Fund support, and in Burundi, sensitization activities implemented by UNDP started in and around Bujumbura following the recruitment of 22 experts in transitional justice. In Nepal, $2 million of support (OHCHR) is being provided to support civil society and assist the Ministry of Peace and Reconstruction to draft the Truth and Reconciliation Commission bill and legislation to address disappearances.

*Outcome 3: disarmament and reintegration of ex-combatants*

35. In Côte d'Ivoire the socio-economic reintegration of ex-combatants and youth at risk ($4 million budget; UNDP) had engaged 3,500 beneficiaries through 526 microprojects as of December 2009. A United Nations review mission (August 2009) found the approach to have increased the capacities of national partners to organize and manage such ventures, although additional support is still required to scale up the initiative.[7] The Central African Republic and Nepal offer examples of disarmament, demobilization and reintegration activities that are focused on children associated with armed groups. In the Central African Republic ($1.1 million; UNICEF) 1,537 children were reintegrated in a process involving three transit centres, while in Nepal ($623,000; UNICEF), support was provided to enable the discharge of 4,008 Maoist army personnel disqualified in 2007 as minors, who also received education, health, psychosocial and income-generating support. In Nepal UNFPA ($224,614) also provided support to female members of the Maoist army by delivering reproductive health services in all cantonments and ensuring that female combatants' specific needs were addressed during the discharge process. In Liberia, Peacebuilding Fund support ($1.1 million; UNDP) enabled 800 ex-combatants to receive training at Tumutu Agricultural Training Programme. A Yale University evaluation found a graduate success rate of up to 80 per cent.[8]

*Outcome 4: sustained political dialogue*

36. The Peacebuilding Fund makes modest investments in political dialogue to support unfolding peace processes. In Côte d'Ivoire, the Peacebuilding Fund has supported the facilitation efforts of President Compaoré of Burkina Faso since 2008

[7] A joint review by the Department of Peacekeeping Operations, Peacebuilding Support Office, UNDP and the DPA, September 2009.

[8] Christopher Blattman and Robert Blair, interview/presentation, Yale University, 5 March 2010.

(UNDP, UNOPS). While extending considerably longer than originally foreseen, a United Nations technical assessment mission of April 2010 nevertheless underscored the centrality of the Ouagadougou Political Agreement to the peace process. The Peacebuilding Fund also supports the facilitation efforts of President Compaoré in Guinea with an Immediate Response Facility activity discussed earlier ($0.6 million; UNDP in collaboration with UNOWA). In Sierra Leone, the implementation of the Joint Communiqué's Independent Review Panel was financed by the Peacebuilding Fund (UNDP).

**Priority area 2: promotion of coexistence and peaceful resolution of conflict**

37. The Peacebuilding Fund invests in capacity-building for the management of conflict, national reconciliation and democratic governance.

*Outcome 5: stronger national reconciliation mechanisms*

38. In Burundi, in October 2009, the Permanent Forum for Dialogue was established with support from the Peacebuilding Fund (UNDP), bringing together 38 political parties, including rebel groups (30 per cent of representatives were women). An independent review found that dialogue among actors contributed to unblocking the discussion in Parliament about the electoral law. In Liberia, efforts began to scale up the experiences from the community dialogue activity in Nimba County supported by the Peacebuilding Fund (UNHCR). An evaluation of the activity found that the Nimba interventions had helped to develop a "cohesive, realistic set of community-generated policy recommendations on reconciliation".[9]

*Outcome 6: governance strengthened through State-building, civil society participation and transparency*

39. Fighting corruption is often a critical issue in post-conflict settings. In Sierra Leone, the Peacebuilding Fund ($350,000; UNDP) helped strengthen the capacity of the secretariat of the National Anti-Corruption Commission to design a national strategy and launch of a media campaign. In addition, the Peacebuilding Fund provided $3 million (IOM) for the establishment of a Reparations Directorate and a Special Fund for War Victims. Roughly 29,000 war victims registered, far exceeding the initial target. In Burundi, eight of nine planned regional anti-corruption commissariats are now operational, owing partly to capacity-building efforts and countrywide awareness-raising campaigns supported by UNDP.

*Outcome 7: reinforced human rights commissions and awareness activities on human rights*

40. In Sierra Leone, support to the Human Rights Commission ($1.5 million; UNDP) was completed in 2009 with a fully functioning commission already reviewing cases. Part of the support to the War Victims Fund (IOM) provided initial microgrants to 13,000 victims and medical, educational and psychosocial support to nearly 7,000 victims. A smaller but similar project in Burundi helped its Human Rights Commission to organize 16 regional workshops to consult on the drafting of founding legislation. In Liberia, the Peacebuilding Fund also supports UNHCR legal assistance projects, such as through $1.2 million provided for the deployment of

[9] Gwendolyn Taylor, independent evaluation of the Peacebuilding Fund Liberia, 2008.

community legal advisers in eight counties, mobile outreach legal clinics in three counties and awareness education on the rule of law, which has benefited more than 30,000 citizens.

*Outcome 8: empowerment and assistance to women in peacebuilding*

41. The Peacebuilding Fund is enhancing the role of women in peacebuilding through community-based psychological and health support, socio-economic rehabilitation, leadership training and strengthening the capacity of local institutions in gender mainstreaming. In Sierra Leone, Peacebuilding Fund (IOM) support to the Ministry of Social Welfare, Gender and Children's Affairs enabled sensitization of 200 communities where residents are better informed to address sexual and gender-based violence. In both the Central African Republic and Burundi, the Peacebuilding Fund invested in microprojects developed by over 2,000 women affected by conflict, enabling them to realize early peace dividends in the form of sustainable livelihoods. In Liberia, social welfare professionals have been trained by UNFPA to address psychosocial needs, by targeting and helping to reduce sexual and gender-based violence in communities that have emerged from conflict.

**Priority 3: supporting early economic recovery and providing immediate peace dividends**

*Outcome 9: peace dividends through youth employment*

42. Youth employment and job creation are often highlighted as national priorities for peacebuilding. A project for youth in Burundi ($4.2 million; UNFPA) provided economic opportunities to over 14,000 youth through labour-intensive public works, skills training and sensitization on conflict management. An independent evaluation noted that this effort had increased economic opportunities for 9,295 high-risk youth, of which 41 per cent were girls.[10] With the help of UNDP, three training centres in the Central African Republic have been revived to help build human capital and enhance youth employability in conflict-affected areas. The $1.5 million youth employment project in Guinea-Bissau saw the conclusion of a partnership agreement with a private entity to manage microcredit activities for some 240 beneficiaries. In Nepal, the "Jobs for peace" project ($2.7 million; ILO/FAO) was launched to improve the employment opportunities of more than half of the planned 12,500 youth beneficiaries from conflict-affected areas. Increased efforts are needed to assess the impact of these activities on peacebuilding, including through research with youth themselves and the communities in which they live.

*Outcome 10: peace dividends through economic recovery and private sector development*

43. This outcome has received the lowest amount of funding of the 13 outcome areas of the Peacebuilding Fund to date. In Burundi, a small business support project ($0.5 million; UNDP) has helped increase the visibility of select vulnerable small businesses and build relationships between some of the small businesses who participated in the project. Expanded analysis is required to identify the theories of

[10] Campbell et al., Independent External Evaluation, Peacebuilding Fund projects in Burundi, March 2010.

change that link specific possible investments to measurable change in peacebuilding outcomes.

*Outcome 11: peace dividends through reintegration of internally displaced persons*

44. During the reporting period, a $0.2 million project in Burundi (UNDP) assisted with the resettlement of displaced families living in military barracks. This unusual project, designed on the spot and in response to challenges encountered by the barrack rehabilitation activity, was cited by the evaluator as an example of the value of Peacebuilding Fund procedures, which are locally owned and flexible.

**Priority 4: establishment or re-establishment of essential administrative services and related human and technical capacities**

45. Peacebuilding Fund support also builds the capacity of the State to re-establish its presence and deliver needed services to the populations under its authority, although few projects have been registered to date.

*Outcome 12: sustained peace through technical capacity-building*

46. In Sierra Leone, the Office of National Security was strengthened through the provision of equipment and training in decentralized early warning ($1.5 million; UNDP). As assessed in the midterm evaluation, 22 local security committees have been strengthened, ensuring timely identification of potential threats in a participatory manner.

*Outcome 13: rehabilitated and reconstructed basic infrastructure*

47. The Peacebuilding Fund financed a $9 million project (UNDP) to stabilize and sustain electrical power supply to the cities of Freetown, Bo and Kenema in Sierra Leone. The Peacebuilding Fund bridged a critical funding gap at end of the World Bank emergency energy support initiative until the completion of the Bumbuna Hydroelectric Project. Electricity was thus made available during the critical post-election period, providing a very visible symbol of stability and State functionality. The Bumbuna Hydroelectric Project was finally commissioned on 6 November 2009 with no major disturbance reported during the transition period.

# V. Improving responsiveness and effectiveness of the Peacebuilding Fund

## A. Improving accountability frameworks for measuring performance

**Guidance to programme partners**

48. The Peacebuilding Fund devoted much of 2009 to improving management systems aligned with its revised terms of reference (see A/63/818, annex) and the recommendations made by the Office of Internal Oversight Services in its report on the independent evaluation of the Peacebuilding Fund that it conducted in December 2008 and the report on the review of the Peacebuilding Fund.[11] In mid-2009, the

[11] Nicole Ball, Mariska van Beijnum, "Review of the Peacebuilding Fund", 4 June 2009 (available from http://www.unpbf.org/docs/PBF_Review.pdf).

Peacebuilding Support Office constituted an Inter-Agency Working Group under the Peacebuilding Contact Group to revise the guidelines, which were subsequently published in October 2009. The new guidelines describe the modalities for accessing the Peacebuilding and Recovery Facility and the Immediate Response Facility, provide templates and establish the goal of quick decisions. As a result, the quality of proposals submitted has shown improvement. In the period from December 2009 through June 2010, five out of seven decisions were delivered within the prescribed three-week period. Based on lessons learned so far, and with the aim of improving the quality of monitoring and evaluation (see sect. VI.B below), the guidelines may be revised again soon. To improve on transparency, information-sharing and reporting, the Multi-Donor Trust Fund Office has introduced public, standardized, real-time data reporting for the Peacebuilding Fund using a web-based portal. The Fund also aims to roll out the guidelines with more field support and training for partners to improve awareness and programme quality.

**Transparency of funding approval**

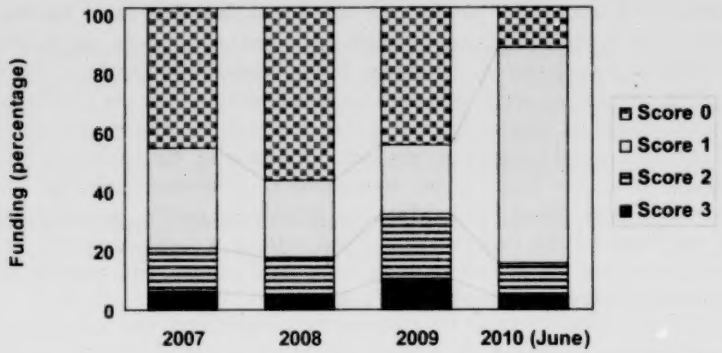
49. The approval process was enhanced by the establishment in September 2009 of a Peacebuilding Support Office Appraisal Committee, which convenes regularly to make recommendations to the Assistant Secretary-General for Peacebuilding Support on (a) requests for Peacebuilding Fund eligibility; (b) priority plans; and (c) Immediate Response Facility project proposals. Representatives of all branches of the Peacebuilding Support Office participate. The Appraisal Committee ensures systematic and transparent reviews and benefits from the input of the members of the Peacebuilding Contact Group.[12] With these business process improvements, the Peacebuilding Fund allocated more than $42 million during the first six months of 2010, the Fund's largest semester allocation since mid-2007.

## B. Gender scoring in peacebuilding

50. The Fund aims to advance the participation of women in mediation efforts, post-conflict governance and peace consolidation, and provides support to concrete initiatives to end impunity for perpetrators of sexual and gender-based violence. The Fund is adapting the generally agreed gender scoring systems of UNDP and the Office for the Coordination of Humanitarian Affairs to peacebuilding. A zero indicates that an activity has taken no account of gender issues, whereas a score of 3 indicates an activity devoted exclusively to women's issues (see figure IV).

[12] The Department of Economic and Social Affairs, DFS, DOCO, the Department of Political Affairs, the Department of Peacekeeping Operations, the Executive Office of the Secretary-General, the Office for the Coordination of Humanitarian Affairs, UNHCR, UNDP/the Bureau for Crisis Prevention and Recovery, UNICEF, WFP, WB and the Peacebuilding Support Office.

Figure IV
**Peacebuilding Fund gender scoring (2007-2010)**




51. As at 30 June 2010, 6 per cent of cumulative peacebuilding funding has been allocated to projects that are designed entirely to advance gender equality (gender marker score 3) in the post-conflict context. The Fund aims to significantly increase its funding in this area in the coming years. The Peacebuilding Support Office also participates in the Technical Working Group on Global Indicators for resolution 1325 (2000) which was established by the Inter-Agency Task Force on Women and Peace and Security. The mandate of the Working Group is to develop a set of indicators for the implementation of the resolution.

## C. Promoting collective United Nations action

52. Peacebuilding Fund systems encourage "Delivering as One". Procedures require full United Nations country team deliberation, and, in the case of United Nations missions, encourage integration among United Nations political, peacekeeping and country team actors. For example, the Fund's investments in the eastern Democratic Republic of the Congo are aligned fully against the United Nations stabilization strategy and are in support of the Government's STAREC. In Nepal, the resident coordinator/humanitarian coordinator considers the United Nations Peace Fund for Nepal, which delivers Peacebuilding Fund assistance, to be a key instrument for strengthening United Nations coherence (see table 3).

Table 3
**Peacebuilding Fund promoting United Nations coherence in Nepal**

| *Period* | *Task* | *United Nations agencies* |
|---|---|---|
| 2007 | United Nations peace support limited only to:<br>• Conflict monitoring<br>• Elections<br>• Mine action<br>• Registration and verification of Maoist army in cantonments | UNMIN, UNDP, UNOPS, OCHA and WFP |

▼

| *Period* | *Task* | *United Nations agencies* |
|---|---|---|
| 2010 | United Nations peace support activities with Peacebuilding Fund support expanded to include:<br>• Youth employment and transitional justice<br>• Security Council resolutions 1325, 1612 and 1820<br>• Truth and reconciliation and the disappearance commissions<br>• Security of female journalists<br>• Reparations | + UNFPA, UNICEF, UNIFEM, IOM, ILO, FAO and UNESCO<br><br>7 joint projects |

*Source*: United Nations country team, Office of the Resident Coordinator, Nepal.

# VI. Management and oversight of the Peacebuilding Fund

## A. Activities of the Advisory Group

53. The two-year term of office of the members of the first Advisory Group appointed by the Secretary-General expired on 31 August 2009. Ten new members were appointed from among nominations made by Member States. At their first meeting, on 25 March 2010, at United Nations Headquarters, the Advisory Group deliberated on the following issues: implementation period (recommending extension); criteria for country eligibility; catalytic approach of the Fund; measuring the performance of the Fund; replenishment of the Fund; delineation of the line between peacebuilding (economic revitalization and delivery of essential, basic, social services i.e., priority areas 3 and 4) and development. In its report on that meeting, the Advisory Group particularly noted the challenges of demonstrating the results of Peacebuilding Fund investments. It was proposed that the Advisory Group plan field visits to selected countries to obtain a better sense of the impact of the Fund's activities.

## B. Performance monitoring processes

54. In line with the requirement for countries receiving financing from the Peacebuilding Fund to undertake independent midterm and final evaluations, three such midterm evaluations were completed in Sierra Leone (mid-2009), Burundi (December 2009) and Liberia (March 2010). In 2010, the Peacebuilding Support Office initiated activities to strengthen the monitoring and evaluation system for the Fund. A results-based framework was presented in the new Peacebuilding Fund Guidelines (available from http://www.unpbf.org). This framework compiles useful indicators from the experience of the Fund recorded in 13 outcome areas. For each priority area, the Peacebuilding Support Office suggests outcome indicators that can be used to identify the project outputs as well as the peacebuilding outcomes to be achieved. In early 2010, the Peacebuilding Fund convened a subcommittee of the Peacebuilding Contact Group to focus on monitoring and evaluation. The group has already contributed an annex to the United Nations Development Group Results-Based Management Handbook dedicated to peacebuilding, which draws upon standard indicators already in use by United Nations organizations. With a dedicated

Monitoring and Evaluation Adviser now a part of the Peacebuilding Fund team, a more robust monitoring and evaluation system will be established.

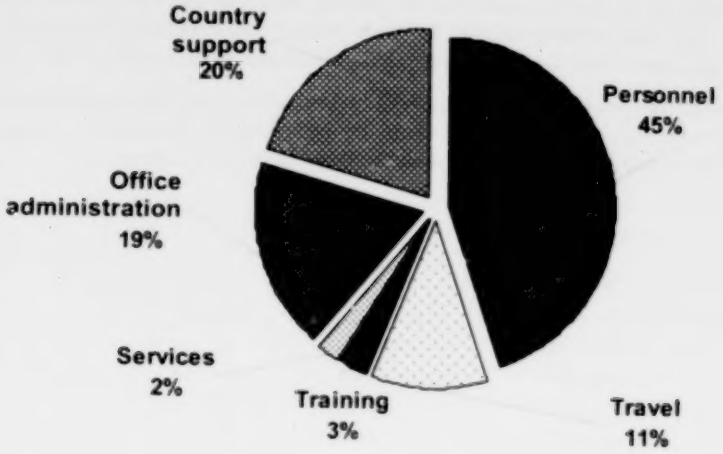
## C. Collaboration among United Nations departments and agencies

55. The Head of the Peacebuilding Support Office is expected to recognize the specific roles, responsibilities and accountability of other stakeholders in the implementation of the activities of the Fund. At Headquarters, this occurs through regular meetings of the Senior Peacebuilding Group, comprising senior level representatives of key Departments of the Secretariat and United Nations agencies, funds and programmes. During the reporting period, the Senior Peacebuilding Group provided guidance to the Peacebuilding Support Office on a range of issues and served as an advisory body on country eligibility for the Peacebuilding Fund. The Fund has streamlined its engagement with the Peacebuilding Contact Group, which reports to the Senior Peacebuilding Group, for the review of proposals and discussions of strategy. The Peacebuilding Fund participates in existing mechanisms for coordinating the activities of the United Nations around country issues, such as inter-agency task forces, or around thematic areas, such as in the United Nations Development Group/Executive Committee on Humanitarian Affairs Working Group on Transition. Coordination at the field level is achieved principally through the Joint Steering Committee, involving Governments and United Nations and non-governmental partners, as well as through existing mechanisms, especially the United Nations country team.

## D. Management of the Peacebuilding Support Office

56. In response to the OIOS recommendation that the Peacebuilding Support Office provide the Peacebuilding Fund with the staff and competencies required to fulfil its core functions, in 2009, the Peacebuilding Support Office recruited five staff: Chief of Branch; two Programme Officers; Staff Assistant; and Finance and Budget Assistant (GS-5). The Peacebuilding Fund also benefits from financially supported professional secondments from UNDP, UNHCR and WFP and a Junior Professional Officer from the Netherlands. Staff costs and other related support activities of the Peacebuilding Fund are currently completely covered by overhead funding, as facilitated in the terms of reference of the Fund and assessed by the Multi-Donor Trust Fund Office. A certified assessment as at 31 December 2009[3] shows the total income since the establishment of the Fund of $9.9 million with reported expenses of $2.9 million. Allocation of the 2010 budget of $4.2 million is shown in figure V. During the reporting period, the staff of the Peacebuilding Support Office fielded support missions to eight Peacebuilding Fund recipient countries and to two additional countries on an exploratory basis.

Figure V
**Peacebuilding Fund overhead budget for 2010**




## VII. Partnership building

57. The Peacebuilding Fund seeks to expand partnerships beyond the United Nations system. A grant of €500,000 from the European Commission will enable the Fund to pilot capacity-building activities to collect and use data on aid flows for peacebuilding. The Peacebuilding Support Office and the International Peacebuilding Alliance are discussing an arrangement for the latter to assist with conflict analysis and field support. Similarly, the Peacebuilding Support Office has also worked in partnership with the academic community, for example Columbia University, to help establish a results-based framework and collect baseline data in the Comoros.

## VIII. Conclusions and future plans

58. The Peacebuilding Fund, with improved management systems and increased capacity, is in a strong position to expand the quality and extent of programmes, predicated on the receipt of new commitments from donors. Several actions are required to realize these objectives.

59. First, a series of steps concerning programme design, monitoring and evaluation will be taken to address programme quality and will include: the development of harmonized indicators within the Peacebuilding Fund (and advocated across the United Nations system); enhanced field support on monitoring and evaluation; standardization with an outcome focus of independent reviews of priority plans; and reviews of different thematic areas of Peacebuilding Fund investment. In addition, the updated guidelines will be an integral part of the outreach and information strategy of the Peacebuilding Support Office to communicate the Fund's objectives and mechanisms to the United Nations system and its partners.

60. Second, the inaugural annual Peacebuilding Fund stakeholders meeting will be organized in the last quarter of 2010. The meeting will also serve as a principal forum for the replenishment of the Fund. The Peacebuilding Support Office is drafting a business plan for its funding needs for 2011-2013, estimated at $100 million per year. The plan will also present targets for both overall management performance and selected aggregate indicators for peacebuilding outcomes at the country level.

61. Finally, the Peacebuilding Fund will review and act on the recommendations of the 2010 Review of the United Nations Peacebuilding Architecture, in particular with respect to enhancing synergies with the Peacebuilding Commission.

# Annex I

## Peacebuilding Fund: cumulative commitments and deposits as at 30 June 2010

(In United States dollars)

| *Donor* | *Commitments* | *Deposits* |
|---|---|---|
| Australia | 5 797 052 | 4 119 200 |
| Austria | 2 108 550 | 2 108 550 |
| Bahrain | 10 000 | 10 000 |
| Belgium | 4 350 078 | 4 350 078 |
| Brazil | 590 000 | 590 000 |
| Canada | 33 131 157 | 23 750 294 |
| Chile | 161 449 | 161 449 |
| China | 3 000 000 | 3 000 000 |
| Croatia | 123 000 | 123 000 |
| Cyprus | 40 000 | 40 000 |
| Czech Republic | 346 682 | 346 682 |
| Denmark | 8 878 509 | 8 878 509 |
| Egypt | 45 000 | 45 000 |
| Finland | 9 347 872 | 9 242 038 |
| France | 2 881 600 | 2 881 600 |
| Germany | 13 983 940 | 13 983 940 |
| Iceland | 1 000 000 | 1 000 000 |
| India | 2 000 000 | 2 000 000 |
| Indonesia | 40 000 | 40 000 |
| Ireland | 12 600 000 | 12 600 000 |
| Israel | 10 000 | 10 000 |
| Italy | 5 974 597 | 5 974 597 |
| Japan | 20 000 000 | 20 000 000 |
| Kuwait | 500 000 | 500 000 |
| Libyan Arab Jamahiriya | 50 000 | 50 000 |
| Luxembourg | 2 097 721 | 2 097 721 |
| Mexico | 150 000 | 150 000 |
| Morocco | 5 000 | 5 000 |
| Netherlands | 46 456 518 | 46 456 518 |
| Nigeria | 8 039 | 8 039 |
| Norway | 32 124 458 | 32 124 458 |
| Peru | 5 000 | 5 000 |
| Poland | 144 316 | 144 316 |
| Portugal | 1 000 000 | 1 000 000 |
| Qatar | 200 000 | 200 000 |

| *Donor* | *Commitments* | *Deposits* |
|---|---|---|
| Republic of Korea | 3 300 000 | 3 300 000 |
| Romania | 147 210 | 147 210 |
| Russian Federation | 4 000 000 | 4 000 000 |
| Saudi Arabia | 500 000 | 500 000 |
| Slovenia | 41 688 | 41 688 |
| Spain | 17 019 949 | 17 019 949 |
| Sweden | 64 182 981 | 64 182 981 |
| Thailand | 20 000 | 20 000 |
| Turkey | 1 300 000 | 1 300 000 |
| United Arab Emirates | 500 000 | 500 000 |
| United Kingdom of Great Britain and Northern Ireland | 52 960 200 | 52 960 200 |
| Organization of the Islamic Conference | 20 000 | 20 000 |
| Private donors | 18 933 | 18 933 |
| **Total** | **353 171 500** | **342 006 951** |

*Source*: Multi-Donor Trust Fund Office, Gateway, 1 July 2010.

# Annex II

## Peacebuilding Fund projects approved in 2009/10

| *Approval date* | *Recipient United Nations organization* | *Project title* | *Approved budget (United States dollars)* |
|---|---|---|---|
| **A. Central African Republic** | | | |
| 3 February 2010 | UNDP | Budget de fonctionnement du secrétariat Fonds de consolidation de la paix et renforcement des capacités des partenaires d'exécution | 800 000 |
| 21 April 2010 | UNDP | Projet d'Appui au Cycle Electoral en République Centrafricaine | 1 500 000 |
| **Total approved** | | | **2 300 000** |
| **B. Guinea-Bissau** | | | |
| 4 August 2009 | UNDP | National Peacebuilding Fund secretariat Office Support Project 2009 | 107 094 |
| **Total approved** | | | **107 094** |
| **C. Sierra Leone** | | | |
| 3 June 2009 | IOM | Supporting the implementation of the joint communiqué through an independent investigation into allegations of rape and sexual violence against women at the Sierra Leone People's Party headquarters on 16 March 2009 | 29 463 |
| 3 June 2009 | UNDP | Supporting the implementation of the joint communiqué through the refurbishment of the Sierra Leone People's Party headquarters | 69 550 |
| 4 December 2009 | UNDP | Supporting the implementation of the joint communiqué Independent Review Panel | 25 000 |
| **Total approved** | | | **124 013** |
| **D. Comoros** | | | |
| 4 March 2010 | UNICEF | Programme d'appui au renforcement de l'efficacité de la justice et au respect des droits humains | 500 000 |
| 2 November 2009 | UNFPA | Appui à l'integration socio-economique des femmes et filles associées au conflit dans le cadre du desarmement, démobilisation and réintegration | 700 000 |
| 24 November 2009 | BIT | Promotion des conditions economique et sociale des jeunes et des femmes dans l'Ile de Mwali | 1 100 000 |
| 12 June 2009 | UNDP | Renforcement des capacités nationales de consolidation de la paix et de gestion du Fonds de consolidation de la paix | 950 000 |
| 24 November 2009 | UNDP | Restructuration et renforcement des capacités opérationelles de la Police nationale | 900 000 |
| 24 November 2009 | UNDP | Réforme du secteur de la sécurité en Union des Comores | 1 900 000 |
| 2 November 2009 | UNDP | Plan national de desarmement, démobilisation and réintegration | 500 000 |
| 4 March 2010 | UNDP | Developpement des capacités d'analyse et de réponse en matiere de cohésion sociale | 300 000 |

| *Approval date* | *Recipient United Nations organization* | *Project title* | *Approved budget (United States dollars)* |
|---|---|---|---|
| 16 December 2009 | UNFPA | Réhabilitation du rôle de la femme dans le processus de réconciliation nationale et de consolidation de la paix | 500 000 |
| 16 December 2009 | ILO | Appui à la pérennisation de la paix par la promotion de l'emploi des jeunes aux Comores | 1 000 000 |
| 7 March 2010 | UNICEF | Promotion et encompagnement des initiatives de consolidation des acquis educatifs au profit des jeunes | 350 000 |
| 4 March 2010 | UNESCO | Appui pédagogique et préparation à la réinsertion professionelle des jeunes | 300 000 |
| **Total approved** | | | **9 000 000** |
| **E. Democratic Republic of the Congo** | | | |
| 1 January 2010 | IOM | Création des Centres de Négoce à l'Est de la Rassemblement démocratique centrafricain. 1ere phase | 500 000 |
| January 2010 | UNDP | Community Reintegration and Recovery Programme in eastern Democratic Republic of the Congo | 4 405 342 |
| 1 January 2010 | UNDP | Appui aux Structures de Coordination du STAREC et le UNSSSS | 1 130 456 |
| 1 January 2010 | UNDP | Appui aux blessés de guerre | 228 962 |
| **Total approved** | | | **6 264 760** |
| **F. Guinea** | | | |
| 14 October 2009 | UNDP | Appui prioritaire à la justice et à la sécurité en Guinée | 1 708 801 |
| 1 January 2010 | UNFPA | Appui au mouvement féminin et renforcement de la capacité des femmes dans la prévention des conflits, la consolidation de la paix et le renforcement de l'unité nationale | 650 000 |
| 1 January 2010 | UNIDO and UNICEF | Projet conjoint d'appui au mouvement de la jeunesse et a certains groupes de jeunes les plus désherités | 1 650 000 |
| 6 April 2010 | UNESCO | Promotion de l'éducation civique et de la culture de la paix | 349 922 |
| 10 September 2009 | UNDP | Fonds de consolidation de la paix en Guinée | 441 210 |
| 14 October 2009 | UNDP | Projet d'appui à la promotion d'un dialogue inclusif et durable en Guinée | 1 100 067 |
| **Total approved** | | | **5 900 000** |
| **G. Liberia** | | | |
| 16 September 2009 | UNDP | Facilitating the Monitoring and Evaluation of the Implementation of the Liberia Peacebuilding Fund | 100 000 |
| 3 July 2009 | UNHCR | Rapid Rule of Law Assistance to Reduce Overcrowding in Monrovia Central Prison | 50 000 |
| 16 June 2009 | UNHCR | Inter-ethnic Reconciliation Project in Nimba County | 50 000 |

| *Approval date* | *Recipient United Nations organization* | *Project title* | *Approved budget (United States dollars)* |
|---|---|---|---|
| 22 March 2009 | UNHCR | Inter-County Ethnic Reconciliation Project in Nimba and Grand Gedeh Counties | 50 000 |
| 11 December 2009 | UNHCR | Small grants to support initiatives for peace consolidation in Liberia | 462 606 |
| **Total approved** | | | **712 606** |
| **H. Nepal** | | | |
| 12 January 2009 | UNFPA | Support to female members of the Maoist Army | 1 000 000 |
| 20 February 2009 | OHCHR | "Peace through Justice" project | 1 999 830 |
| 12 January 2009 | UNICEF | Programme of support for children and adolescents formerly associated with the Maoist army in Nepal | 1 100 000 |
| 19 March 2010 | IOM and OHCHR | Fairness and efficiency in reparations to conflict-affected persons | 1 017 583 |
| 11 March 2010 | UNICEF and OHCHR | Monitoring, reporting and response to conflict-related child rights violations | 886 587 |
| 12 January 2009 | ILO and FAO | Jobs for Peace: 12,500 youth employed and empowered through an integrated approach | 2 656 000 |
| 11 March 2010 | UNFPA and UNICEF | Ensuring recognition of sexual violence as a tool of conflict in the Nepal peacebuilding process through documentation and provision of comprehensive services to women and girl victims/survivors | 862 969 |
| **Total approved** | | | **9 522 969** |
| **I. Peacebuilding Fund emergency projects** | | | |
| 20 August 2009 | UNOPS | Critical intervention to strengthen corrections facilities, addressing immediate security threats and supporting the rule of law | 930 826 |
| 4 November 2009 | UNDP Somalia | Quick-impact police and public security reform project in the Puntland State of Somalia | 999 915 |
| 18 January 2010 | UNDP and UNICEF Sri Lanka | UNICEF Support to Mine Action (Sri Lanka) | 3 000 000 |
| 23 February 2010 | UNDP Sudan | Consolidating peace through disarmament, demobilization and reintegration in the Sudan: Abyei | 6 680 010 |
| 23 February 2010 | UNDP Sudan | Consolidating peace through disarmament, demobilization and reintegration in the Sudan: Eastern Sudan | 1 728 050 |
| 2 March 2010 | UNDP Haiti | Recovery through employment generation, environmental rehabilitation and disaster mitigation | 3 000 000 |
| 21 April 2010 | UNDP Burundi | Appui d'urgence au processus electoral au Burundi | 3 000 000 |
| 26 May 2010 | UNDP Guinea | Support to the International mediation in Guinea | 634 935 |
| 17 June 2010 | UNDP Guinea | Urgent support to the Security Force | 1 808 300 |
| **Total funds for emergency projects** | | | **21 782 036** |

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# Women's participation in peacebuilding

## Report of the Secretary-General

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# I. Introduction

1. In its resolution 1889 (2009), the Security Council requested the Secretary-General to submit to it, within 12 months, a report on women's participation in peacebuilding. Following consultations with the Peacebuilding Commission, Member States, stakeholders in countries emerging from conflict, practitioners within and beyond the United Nations system, and civil society organizations, I submit the present report to the Council.

2. The report analyses the needs of women and girls in post-conflict situations; identifies the challenges to women's participation in preventing, resolving and recovering from conflict; and specifies national and international measures aimed at ensuring that women's priorities are addressed, their right to full participation is realized, a gender perspective is applied to peacebuilding, and all public actions are consistent with States' international human rights obligations.

3. Resolution 1889 (2009) is the most recent of four Security Council resolutions addressing the issue of women and peace and security. The foundation was laid in resolution 1325 (2000), which calls for equal participation by women in the maintenance and promotion of peace and security, and for the mainstreaming of gender perspectives into conflict prevention, peace negotiations, peacekeeping operations, humanitarian assistance and post-conflict reconstruction. Resolutions 1820 (2008) and 1888 (2009) focus on preventing and responding to conflict-related sexual violence. In its resolution 1889 (2009), the Council called for, inter alia, the development of global indicators to track the implementation of resolution 1325 (2000) and greater attention to the gender dimensions of post-conflict planning and financing.

4. The need for a more robust implementation of resolution 1325 (2000) has been a recurring motif in Security Council decisions over the past decade. Noting the slow pace of progress, the Council, in its resolution 1820 (2008), urged that enhanced efforts be made to facilitate the equal and full participation of women at decision-making levels. In its resolution 1889 (2009), the Council expressed deep concern at the persistent obstacles to women's full involvement in the prevention and resolution of conflicts and participation in post-conflict public life. In its presidential statements, the Council has drawn attention to the constant underrepresentation of women in formal peace processes (see S/PRST/2005/52) and noted with concern the very low numbers of women in formal roles in mediation processes (see S/PRST/2009/8).

5. The tenth anniversary of the adoption of resolution 1325 (2000) provides an occasion both for recognizing what has been achieved and for determining why more has not been done. I have supported this process by constituting a High-Level Steering Committee on the implementation of resolution 1325 (2000) and by directing my representatives in the field to participate in a global open day of dialogue with women, held in June 2010. Member States have organized consultations and developed national action plans. The contribution made by civil society to those efforts has been substantial and catalytic. Further impetus has come from the 15-year review of the implementation of the Beijing Platform for Action and the focus on gender issues at its annual ministerial review. This year has also witnessed the creation by the General Assembly of the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women). We must build on

this momentum. Now is the time for systematic, focused and sustained action, backed by resources and commitments on the part of all stakeholders — national and international, public and private, women and men.

6. The core of the present report therefore consists of a detailed action plan aimed at changing practices among national and international actors and improving outcomes on the ground. The plan's seven commitments are to ensure that: (a) women are fully engaged in, and timely gender expertise is provided to, all peace talks; (b) in post-conflict planning processes, including donor conferences, women should play substantive roles and methods should be used that ensure that comprehensive attention is paid to gender equality; (c) adequate financing — both targeted and mainstreamed — is provided to address women's specific needs, advance gender equality and promote women's empowerment; (d) deployed civilians possess the necessary specialized skills, including expertise in rebuilding State institutions to make them more accessible to women; (e) women can participate fully in post-conflict governance, as civic actors, elected representatives or decision makers in public institutions, including through temporary special measures such as quotas; (f) rule-of-law initiatives encourage women's participation in the process of seeking redress for injustices committed against them and in improving the capacity of security actors to prevent and respond to violations of women's rights; and (g) economic recovery prioritizes women's involvement in employment-creation schemes, community-development programmes and the delivery of front-line services.

## II. Context

7. Ensuring women's participation in peacebuilding is not only a matter of women's and girls' rights. Women are crucial partners in shoring up three pillars of lasting peace: economic recovery, social cohesion and political legitimacy. Several of the world's economies that have grown the fastest during the past half-century began their ascent from the ashes of conflict. Their success stemmed in part from women's increased role in production, trade and entrepreneurship.[1] This involved the promotion of girls' education and the expansion of women's access to agricultural extension and credit. With respect to social cohesion, the Security Council has recognized the key role that women can play in re-establishing the fabric of society (see S/PRST/2009/23). Women devote a greater proportion of their income than men do to expenditures that benefit families — their own children and members of extended kinship networks.[2] To continue performing this essential function, women require access to social services and productive assets, as well as State institutions adapted to the reality of female-headed households. Finally, women's engagement as civic leaders and public officials both signals and encourages more inclusive forms of politics and governance. By contrast, where women are underrepresented in public office or women's and girls' rights can be violated with impunity, political legitimacy suffers.[3] The result is declining trust in

[1] Luchsinger, Gretchen, ed., *Power, Voice and Rights: A Turning Point for Gender Equality in Asia and the Pacific* (United Nations Development Programme, 2010).

[2] Duflo, Esther, and Udry, Christopher R., "Intrahousehold Resource Allocation in Côte d'Ivoire: Social Norms, Separate Accounts and Consumption Choices", National Bureau of Economic Research Working Paper No. W10498 (2004).

[3] Norris, Pippa, and Franklin, Mark, "Social Representation", *European Journal of Political Research*, Vol. 32, No. 2 (1997).

government, deterioration in the rule of law and mounting difficulty in enlisting public support for collective action — conditions that undermine sustainable peace.

8. Efforts to increase women's participation in the process of preventing, resolving and recovering from conflict are inextricably linked to efforts to address the impact of conflict on women and to the need to adopt a gender perspective on peacebuilding. All too frequently, these three elements — women's participation, the application of gender analysis and responses to women's post-conflict priorities — become bound up in a vicious circle. The exclusion of women from the process of designing peace agreements and recovery frameworks means that often, insufficient attention is paid to redressing gender inequalities and addressing women's insecurity; as a result, women's needs go unmet and their capacities remain underutilized. We must transform this vicious circle into a virtuous circle, so that women's engagement in peacemaking brings a gender perspective to post-conflict planning, generating improved outcomes for women and an enhanced capacity to participate in longer-term peacebuilding.

9. This is only a schematic representation of a far more complex reality. Not all women in decision-making positions apply a gender perspective to peacebuilding issues, although in practice they are more likely than men to do so, partly because they tend to be more accessible to other women. Nor is gender analysis sufficient to ensure that policy successfully addresses women's priorities; sustained funding and committed leadership are equally important. Even when public institutions alleviate the hardships that women and girls face in the aftermath of conflict, other barriers prevent women from participating in public life. Entrenched gender biases, embedded in social conventions and enshrined in legislation, pose serious obstacles to women's engagement in post-conflict governance. Having recognized these caveats, we cannot allow them to deter us from taking action. In many countries, the application of gender analysis, responses to women's and girls' post-conflict needs and women's engagement in peacemaking and peacebuilding have been mutually reinforcing.

10. Recognizing the ability of women to contribute to sustainable peace and the obstacles they face in attempting to do so requires an approach to peacebuilding that goes beyond restoring the status quo ante. Rebuilding after conflict is an enormous undertaking, but it also represents an opportunity to "build back better". This is as true for the status of women as it is for the capacity of State institutions and the quality of physical infrastructure. Peacebuilders must address all forms of injustice, including gender inequality and discrimination on the basis of sex. This requires a recognition of the new roles that women often assume during conflict — as combatants, economic actors providing for their families or activists engaged in community reconciliation. In conflict's aftermath, neither national nor international actors must be complicit in relegating women to roles deemed acceptable by men, but instead must ensure that international human rights standards are upheld, including the Convention on the Elimination of All Forms of Discrimination against Women, which reaffirms women's full entitlement to all civil, political, economic, social and cultural rights.

11. Strengthening national capacity and ensuring national ownership are crucial elements of effective peacebuilding. External support can bring countries only so far in their quest for sustainable peace. Enabling women to contribute to recovery and reconstruction is integral to strengthening a country's ability to sustain

peacebuilding efforts. Similarly, efforts to facilitate an increased role for women in decision-making processes must be based on recognition of the fact that peacebuilding strategies cannot be fully "owned" if half the nation is not actively involved in their design and implementation.

## III. Women's post-conflict needs and challenges to their participation in peacebuilding

12. Women in post-conflict situations are not a homogeneous group, and no woman fits neatly in any one category. Female ex-combatants face unique obstacles when they seek entry into the security forces or return to civilian life. Widows need special assistance. Survivors of sexual and gender-based violence and women and girls with disabilities or HIV/AIDS suffer additional layers of trauma and discrimination, leaving them further marginalized. Displaced women must cope with distinct challenges. Differences of class, region and ethnicity must also be acknowledged.

13. In their diversity, conflict-affected women mirror populations at large. Indeed, in many respects women's post-conflict needs resemble the five "recurring priorities" outlined in the 2009 report of the Secretary-General on peacebuilding in the immediate aftermath of conflict (A/63/881-S/2009/304): (a) safety and security, including justice and respect for the rule of law; (b) confidence in the political process, through both inclusive dialogue and post-conflict elections; (c) access to basic services such as water and education; (d) a functioning public administration, to manage government funds and public records, at a minimum; and (e) economic revitalization, notably, employment creation and infrastructural improvements.

14. In pursuing this agenda, our response must be based on an understanding of the distinct priorities and capacities of women and men. To relegate consideration of gender issues to later phases of peacebuilding is to ignore their centrality to everything from institutional design to funding allocations to programme execution. A gender-responsive approach is required for each of the five peacebuilding priorities, which are outlined below.

15. Providing security for women requires an acknowledgement of the particular threats they face in the aftermath of conflict. Violence against women is a grave problem, even in peacetime. The Secretary-General has prioritized this issue, including through his "Unite to end violence against women" campaign. The post-conflict environment poses additional challenges. Elevated levels of sexual violence accompany almost all conflicts. Depending on context, scope and intent, sexual violence in armed conflict may constitute a war crime, a crime against humanity or an act of genocide. In conflicts where sexual violence featured prominently, such violence typically persists into the post-conflict period. Even following conflicts that were not characterized by widespread or systematic sexual violence, the threat to women is ever-present. Social taboos that place such crimes beyond the pale of civilized behaviour are weakened by repeated transgressions. Coupled with weak law-enforcement and judicial institutions, declining social opprobrium can transform sexual violence from an exceptional occurrence — and a source of outrage — into a grim feature of everyday life.

16. In environments where fragile ceasefires prevail, when national security forces and international peacekeepers constitute the main bulwark against rampant sexual violence, women's security requires the adoption of special methods to detect, prevent and respond to sexual violence. An inventory of such techniques has been developed with the assistance of United Nations Action Against Sexual Violence in Conflict, a network of 13 United Nations entities that now benefits from the leadership of the Special Representative of the Secretary-General on sexual violence in conflict. This and other initiatives will be elaborated on in the Secretary-General's report to the Security Council on conflict-related sexual violence prepared pursuant to resolution 1888 (2009).

17. At conflict's end, the security of women and girls is threatened also within the family. Women may be subjected to heightened levels of violence from spouses, in-laws, siblings, parents or relatives of both sexes. War widows may be targeted by relatives eager to intimidate rival claimants for the inheritance of deceased men's property. The sense of powerlessness experienced by men who are unable to play their traditional role as breadwinner and family protector also spurs violence against women. Women may be deterred from reporting such abuses for fear of being cast out of the family home, or of further abuse at the hands of the police, who frequently refuse to register or act on domestic-violence charges filed by women.

18. The failure of law enforcement, judicial and corrections institutions to effectively prevent or respond to women's insecurity highlights the need for a gender-responsive approach to promoting the rule of law. In many cases, legislation that criminalizes violence against women does not exist; some forms of violence within marriage, including rape, may not be considered a crime; evidentiary standards to prove rape may be unreasonably high; judicial processes may offer few protections for victims; land and inheritance law may discriminate against women; law enforcement and justice institutions often lack resources and capacity; and the specific needs of women prisoners are often not addressed. These problems are systemic, requiring a coordinated rule-of-law response at all levels — from gender-sensitive security sector reform at the national level to community-based policing initiatives at the grass-roots level. Direct and sustained engagement by women in disarmament, demobilization and reintegration programmes is another crucial factor in ensuring their security. In addition, not only must all forms of impunity be combated, but women must also be empowered to seek remedy, including justice and reparations, and to participate in reforming institutions, whether as civil servants, litigants, judges, prosecutors, defence counsel, police or prison officers or members of the armed forces. The remit and procedures of informal and traditional dispute-settlement institutions must also be made consistent with international law.

19. Respect for the rule of law is closely bound up with the second recurring peacebuilding priority: confidence in the political process. Public faith in representative institutions declines when people conclude that political patronage explains the failure of police to enforce the law, of judges to punish those who violate it, of government departments to execute the programmatic or regulatory provisions of law or of legislators to reform deficient statutes. For women, a legal code that discriminates against them, administered by officials whose systematic bias denies them justice, reflects a fundamentally illegitimate political order. That sense of marginalization is exacerbated when law and custom combine to prevent women from gaining an effective voice in political forums, even when they have attained public prominence during conflict. The reasons for women's exclusion from

political life include economic deprivation, gender stereotypes that denigrate the respectability of politically active women, threats to women's physical safety, lower educational attainments and the constraints time imposed by the unequal division of domestic responsibilities.

20. Increasing the confidence of women in the political process requires robust action in the immediate post-conflict period so as to bring more women into public office, elected and appointed. Creating a "critical mass" of women officials is crucial, as this will encourage women to engage more substantively within male-dominated institutions, especially in the uniformed services. Increasing women's political presence must begin even before conflict ceases. Peace negotiations not only shape the post-conflict political landscape directly, through peace agreements' provisions on justice, power-sharing and constitutional issues, but also indirectly, by lending legitimacy to those represented at the peace table. This was a key insight that informed resolution 1325 (2000). Not only must women be at the negotiating table, issues of gender equality must be considered — thoroughly, and with the aid of recognized expertise — during the process of drafting peace agreements.

21. Restoring basic services is an essential element of any immediate peacebuilding agenda. Attempts to do so that do not take account of the gender dimensions of conflict and recovery may fail to meet women's and girls' needs. The restoration of services such as water and sanitation is often seen as a means of delivering "peace dividends" to conflict-affected people — a way of persuading them to exert leverage on their leaders to remain committed to a negotiated settlement. To have this effect, however, peace dividends must deliver concrete benefits to all constituencies. If services do not reach women or are ill-suited to their needs, not only will women and girls suffer, but peace dividends will yield a diminished rate of return.

22. Women's access to services is constrained by, among other factors, physical insecurity and discriminatory social norms. In post-conflict environments, the risk of sexual assault during travel to or while attending school provides an additional rationale for parents to exclude girls from education. Service delivery must address these obstacles, through, for instance, secure transport and incentives for enrolling girls. As major contributors to food production and providers of food security for their families, women need agricultural livelihood assistance that is designed to reach them. Failure to address access constraints can have adverse consequences for peacebuilding: food security is critical not only to avoiding malnutrition, but also to ensuring social stability. Providers of primary health services may, similarly, need to use mobile clinics to reach women. The content of services is as important as the manner in which they are delivered, and women's political voice just as critical. Arguably, reproductive-health practitioners would be more readily available if more women occupied policymaking roles. The location of water points, the provision of street lighting and the design of sanitary facilities are examples that underscore the need for the systematic application by post-conflict planners of gender analysis and a rights-based approach. Sustained consultation with women can allow for their perspectives to influence the design and composition of services.

23. Restoring public administration and finance systems after conflict also requires a gender perspective. Attempting to re-establish State institutions without taking affirmative steps to counteract gender biases is unlikely to address women's needs or the constraints that prevent them from participating fully in peacebuilding.

"Gender-responsive budgeting", which permits policymakers to evaluate competing budget proposals in terms of their likely impacts on women and men, is far more effective when budget headings and management information systems are structured to accommodate sex-disaggregated data. Similarly, gender-responsive civil-service restructuring can be accomplished by building gender-equality objectives into the job descriptions of and performance criteria for officials and by fast-tracking the recruitment and promotion of women civil servants at all levels of government.

24. Economic revitalization is the fifth recurring peacebuilding priority. As with the previous four priorities, a gender-blind approach will not facilitate women's participation. In primarily agrarian post-conflict societies, policy must target the needs and capacities of rural women — for instance, through the procurement of food from women smallholders. Barriers to credit, including insecure land title, require focused attention. Indeed, women's equal participation in economic recovery requires that gender-responsive action be taken in each of the previous peacebuilding priority areas: physical security, to facilitate women's market engagement; women's political leadership, to combat violations of women's economic rights; services that target women; and State institutions that incentivize public action for gender equality. Constraints on women's participation are compounded by policymaking processes and public expenditure frameworks that do not fully acknowledge their economic contribution.

# IV. An action plan for gender-responsive peacebuilding

25. The foregoing analysis of women's post-conflict needs and of the constraints on their participation in the peacebuilding process shows that it is essential to create a shared understanding of the challenges that the international community must collectively address. Ten years after the adoption of resolution 1325 (2000), however, diagnosis is not enough; remedial action is necessary. In preparing the present report, the Secretary-General has heeded the Security Council's consistent call for sustained and coordinated efforts to fulfil the provisions of its resolutions on women and peace and security.

26. The action plan for gender-responsive peacebuilding outlined below contains seven commitments. Each corresponds to a set of specific measures and supporting activities. On the basis of the principles set out in the report, senior United Nations leaders will need to translate these commitments into concrete programmes and reformed procedures. While the action plan calls on the entire international community to adopt a more robust and consistent approach to ensuring women's participation in peacebuilding, the focus is on the measures that the United Nations system will take. The Secretary-General urges, and will continue to urge, coordinated action by Member States, regional organizations, international financial institutions, civil society organizations and, most importantly, the Governments and peoples of countries emerging from conflict, whose engagement is paramount. Securing peace requires collaborative efforts among all stakeholders. However, a delayed or inadequate response by others cannot be allowed to deter the United Nations from fully and expeditiously fulfilling its commitments.

27. The first commitment concerns conflict resolution. Promoting women's greater engagement in peace processes is a central feature of resolution 1325 (2000), as is the call to address gender issues in the context of peace agreements. The progress

made by the United Nations on both counts has been too slow. Since 1992 women have constituted less than 8 per cent of negotiating delegations in United Nations-mediated peace processes, and less than 3 per cent of peace agreement signatories.[4] While women increasingly occupy top leadership positions in United Nations missions, no woman has been appointed chief mediator of a United Nations-led peacemaking process. There are ample grounds for concluding that women's underrepresentation in peace talks has contributed to the relative neglect of women's priorities in the texts of peace agreements. A study of 585 peace agreements concluded between 1990 and 2010 found that just 16 per cent contained references to women.[5] Many mention women — along with children, the disabled and refugees — merely as a group requiring special assistance of an unspecified variety. Another study found that, globally, in only eight cases was sexual violence included among the "prohibited acts" that would constitute a ceasefire violation.[6] While these statistics are disappointing, agreements that provide for women's participation in post-conflict governance should remind us of the value of applying gender analysis to peace negotiations. Nine agreements specified quotas for women in legislative or executive bodies; five supported women's representation in the police, or gender-sensitive police reform; four referred to gender equality in the judiciary; and four mentioned women or gender equality in the context of public-sector restructuring.

28. Efforts by national and international actors to engage women and address gender issues in the context of peace processes must be accelerated and commitments made more concrete. The Secretary-General has therefore asked the relevant United Nations entities to take more systematic action to ensure women's participation in, and the availability of gender expertise to, peace processes. This will entail four main actions. First, the Secretary-General will continue his policy of appointing more women to senior positions by ensuring that women are appointed as chief mediators in United Nations-led peace processes. Secondly, in accordance with the 2009 report of the Secretary-General on enhancing mediation and its support activities (S/2009/189), the United Nations will include gender expertise, at senior levels, in mediation support activities. Negotiating parties will be briefed regularly on gender issues relevant to peace-agreement provisions on, inter alia, humanitarian access, justice, security, wealth-sharing and implementation mechanisms. Thirdly, while the international community cannot dictate the composition of negotiating parties, we can invest in strategies for the inclusion of more women. Accordingly, the relevant United Nations entities will develop strategies that are based on an analysis of existing practice. Fourthly, the United Nations will develop and deploy context-appropriate mechanisms to ensure that mediation teams and negotiating parties engage in consultation with women's civil society organizations. The relevant United Nations entities will assist in the establishment of women's civil society organization forums for this purpose, including through capacity-building. Such forums, which will deliberate on the substance of peace negotiations, will be: (a) inclusive, representing a cross-section of women's groups, including displaced women, ethnic minorities and those from

[4] "Women's Participation in Peace Negotiations: Connections between Presence and Influence" (United Nations Development Fund for Women, 2010).

[5] Bell, Christine and O'Rourke, Catherine, "Peace Agreements or Pieces of Paper? The Impact of UNSC Resolution 1325 on Peace Processes and Their Agreements" *International and Comparative Law Quarterly*, 59 (October 2010).

[6] Jenkins, Robert and Goetz, Anne-Marie, "Addressing Sexual Violence in Internationally Mediated Peace Negotiations", *International Peacekeeping*, vol. 17, No. 2 (2010).

rural areas; (b) activated early, ideally before substantive negotiations begin; and (c) linked to the formal negotiating process, including regular opportunities for women's civil society organizations to receive briefings and provide inputs. To advance and institutionalize these measures, dedicated technical assistance will be provided to mediation support teams, and context-specific consultation mechanisms will be established so as to ensure the systematic inclusion and involvement of women in any given mediation process. The Secretary-General urges Member States and regional organizations to adopt these procedures as standard practice when managing or facilitating peace processes.

29. While peace agreements furnish a framework for transitions from conflict to peace, the blueprints for international engagement with States emerging from conflict are produced through a range of post-conflict planning processes. Making these more systematically gender-responsive is the action plan's second commitment. This will require a revised approach to the engagement of the United Nations in post-conflict needs assessments as well as the formulation of conflict-sensitive poverty reduction strategy papers, the strategic frameworks through which the Peacebuilding Commission engages with countries on its agenda, and internal planning products such as United Nations Development Assistance Frameworks and integrated strategic frameworks. Although guidance materials generally advise planners to adopt a gender perspective, this has proved insufficient to ensure that assessment methodologies capture the full spectrum of women's post-conflict priorities or translate generalized support for gender equality into verifiable indicators or costed activities across all sectors.

30. A recent review of post-conflict needs assessments and United Nations Development Assistance Frameworks in six post-conflict countries found that gender concerns were less evident in the results frameworks than would have been predicted from a reading of the narratives from which they are ostensibly derived. Despite adequate language on gender equality in the text describing sectoral needs and approaches, on average just 4 per cent of budgets were allocated to outcomes and activities that address women's needs or advance gender equality.[7] In addition, gender-specific activities, indicators and associated budgets were found with much greater frequency in the areas of health and education than in those of security and the rule of law, reflecting outmoded conceptions as to which sectors are of interest to women or require targeted interventions. A 2010 study of poverty reduction strategy papers in five countries on the agenda of the Security Council yielded similar findings. While issues related to women and gender received significant attention in the analysis of priority sectors and subsectors, this was not translated into specific planning commitments. On average, only 6 per cent of budgets were allocated to activities and indicators that broadly address women's needs or advance gender equality.[8]

31. The existence of guidance material for planners does not mean that post-conflict planning methodologies adequately address gender issues. What matters is the effect on the content of planning documents. The United Nations conducts post-conflict planning in partnership with Governments and other elements of the

[7] Finnoff, Kade, and Ramamurthy, Bhargavi, *Financing for Gender Equality: Review of United Nations Modalities for Post-Conflict Financing* (UNIFEM, 2010).

[8] *Gender and Post-Conflict Planning: An Analysis of Poverty Reduction Strategy Papers* (UNIFEM, 2010).

international community. That the United Nations cannot on its own transform the way in which gender issues are addressed in these collaborative processes is no excuse for inaction. The Secretary-General therefore commits the United Nations system to more systematically institutionalizing women's participation in, and applying gender analysis to, all post-conflict planning processes, so that women's specific needs and gender discrimination are addressed at every stage. Fulfilling this commitment will require improved methods for the sex-disaggregated tracking of resource allocations, beneficiaries and impacts within results frameworks and budgets. We also need better accountability mechanisms to ensure that new approaches are systematically applied and yield improvements in terms of the inclusiveness and quality of planning.

32. The relevant United Nations entities will be requested to undertake a comprehensive review of the existing institutional arrangements for incorporating gender issues into post-conflict planning. The review will propose revisions to, inter alia, the terms of reference for assessment teams, analytical tools for determining women's needs, staffing arrangements and training. Five principles should inform the review: (a) local women and national gender experts should be consulted, and their views reflected, in all planning processes; (b) the analysis of needs and priorities should be based on an appreciation of the differential impact of conflict on women and men and boys and girls, and of the potential for prevailing gender relations to affect efforts to rebuild effective and equitable institutions; (c) resource allocations should be based on projections of the gender implications of competing funding scenarios; (d) gender-related outcome indicators and costed activities should be included in planning frameworks; and (e) sufficient expertise in social and gender analysis should be provided throughout the planning process to allow these steps to be implemented effectively and within the stipulated time frames.

33. Because donor conferences play such a significant role in translating assessments of needs into specific financial commitments, we must ensure that these, too, become more responsive to gender issues. Typically, women have been forced to plead for inclusion from the sidelines of donor conferences. They have on occasion been able to distribute statements through official participants or attract attention by staging parallel events. Women should not need to rely on intermediaries or improvisation to have their voices heard. The Secretary-General therefore calls on United Nations entities, regional organizations, international financial institutions and Member States involved in organizing donor conferences to provide meaningful opportunities for women's representatives to participate in such crucial events. Standard procedures must be developed to ensure not only that a cross-section of women's representatives from civil and political society is invited, but also that such representatives are provided access to all conference documentation, space on the agenda to present issues of concern and assistance in convening preparatory meetings and developing policy papers.

34. The action plan's third commitment concerns financing for gender equality and women's empowerment. In his 2009 report on peacebuilding in the immediate aftermath of conflict, the Secretary-General called on all United Nations-managed funds to institute a "gender marker" to assist in tracking the proportion of funds devoted to advancing gender equality. Several entities have experimented with the implementation of a gender marker; a few have begun to institutionalize its use. The preliminary data emerging from these efforts are sobering. In one agency, just 4 per cent of funding was budgeted for projects whose "principal objective" was gender

equality. These are projects in which almost the entire budget consists of activities that advance gender equality — for instance, shelters for sexual violence survivors or microgrants for women entrepreneurs. Another 31 per cent of the agency's funding was budgeted for projects that contributed "significantly" to gender equality. The proportion of such projects' budgets devoted to gender-related activities, however, is unknown. An indication of the gender-equality funding gap can be found in the results of a background study carried out for the present report that analysed 394 project budgets in multi-donor trust funds and joint programmes in six post-conflict countries. Just 5.7 per cent of total resources were allocated to activities directly related to advancing gender equality.[7]

35. Gender mainstreaming can be an effective means of ensuring that women and men participate in and benefit from post-conflict programming. Given the realities of post-conflict situations, however, mainstreaming must be complemented by concentrated funding for targeted interventions — for example, capacity-building for local women peacemakers or projects that build networks of men dedicated to combating sexual and gender-based violence. The Secretary-General reiterates the long-standing principle that all United Nations-funded projects must demonstrate how they will benefit women and men.

36. Additionally, the Secretary-General is committed to promoting a partnership between the United Nations system and Member States to ensure that at least 15 per cent of United Nations-managed funds in support of peacebuilding are dedicated to projects whose principal objective, consistent with organizational mandates, is to address women's specific needs, advance gender equality or empower women. The Peacebuilding Fund will immediately initiate a process for meeting this target. Given the diversity of mandating, budgetary, reporting and oversight systems within the United Nations family, a variety of approaches and time frames will be needed. Some parts of the system may already be meeting or exceeding the target; the Secretary-General encourages them to build on those achievements. Other entities will begin laying the groundwork by investing in systems, including a gender marker, to allow them to track progress. In the case of United Nations field missions, the Secretary-General will be working to create a baseline understanding of how United Nations budgeting of mandated tasks supports the overall goal of advancing gender equality and empowering women within existing programme planning and budgetary procedures. The Secretary-General urges Member States to support implementation of these measures in the governing bodies of the United Nations system and to pursue complementary efforts in their own financial allocations.

37. The action plan's fourth commitment concerns deployable civilian capacities. The United Nations is currently conducting a review of international civilian capacities. Among the review team's objectives is the identification of methods for increasing the proportion of women civilians deployed to post-conflict environments. Deploying more women, although essential, is just one method of ensuring a gender-responsive approach. It is equally important to identify the skills and expertise required to address gender inequalities and formulate strategies for ensuring their inclusion in bilateral and multilateral contingents deployed to post-conflict environments.

38. Two varieties of gender-responsive civilian expertise can be distinguished. The first is the array of specialized capabilities required to meet women's urgent

post-conflict needs. These include, inter alia, reproductive-health practitioners and specialists in the design and implementation of gender-sensitive disarmament, demobilization and reintegration programmes. Less often recognized is the need, in the immediate aftermath of conflict, for legal professionals with specialized training — for instance, in investigating allegations of widespread or systematic sexual violence, or facilitating women's access to law enforcement and criminal-justice systems. The second category of expertise concerns the restructuring of State institutions from a gender perspective. This includes, inter alia, specialists on the gender dimensions of reforming electoral processes, security institutions and public expenditure management systems, and on legislative reform in such areas as land and inheritance, citizenship and violence against women. Many of those skills relate to measures identified elsewhere in this action plan, and, indeed, civilian capacity that is more responsive to gender issues will increase the likelihood of the appropriate expertise and resources being deployed to address the plan's other six commitments.

39. The Secretary-General therefore commits the United Nations system to ensuring that the capacity of deployed civilians include specialized skills so as to meet women's urgent needs, and expertise in rebuilding State institutions to make them more accessible to women and girls and less prone to gender-based discrimination. The Secretary-General will be asking senior United Nations leaders to ensure that mission and humanitarian planners revise their procedures with a view to improving the Organization's ability to address the post-conflict needs of women and girls. This should, inter alia, build on the positive experience of gender advisers deployed to crisis and post-conflict situations. The Secretary-General urges Member States and regional and non-governmental organizations to recruit and devise appropriate terms of reference for such specialists, integrate them into their rosters of deployable personnel and dedicate resources to allow for their sustained engagement. All actors responsible for ensuring the availability of civilian capacities should revise, as appropriate, skill-classification systems to ensure that gender-related expertise is sufficiently captured. To ensure that consideration of these matters is integrated into existing reform programmes, the Secretary-General has requested the team conducting the review of international civilian capacities to identify recommendations for implementing this essential component of the action plan.

40. The Action Plan's fifth commitment concerns methods of increasing the proportion of women decision makers in post-conflict governance institutions. Ensuring that this happens is a key element of the Security Council's agenda for promoting women's engagement in peacebuilding. Removing barriers to all aspects of women's political participation is a matter of fundamental human rights. Women must not be impeded in terms of their ability to vote, join associations, run for office or express their convictions. Neither State nor non-State actors can be permitted to impose restrictions on the free exercise of those rights. Discriminatory laws and policies must be dismantled, and public intimidation of women deterred by security forces. States must also take positive steps, including combating social biases that deny girls the education required for a more meaningful exercise of civil and political rights. Post-conflict situations pose additional challenges to securing those rights, including a lack of resources, poor security and degraded communications infrastructure. These, too, require urgent attention from a gender perspective.

41. But to deliver in full measure on the promise of resolution 1325 (2000), we must not only protect women's basic political rights, but also ensure an increased presence by women in leadership positions, appointed and elected. As with securing women's right to vote, to associate and to free expression, it is insufficient merely to remove overt obstacles to the assumption by women of decision-making roles. Special measures are required as well, not least to overcome stereotypes that cast women as unsuitable for positions as political leaders or civil servants. Active steps are also needed to counteract informal institutional barriers that routinely discourage small numbers of newly inducted members from historically marginalized groups from participating in deliberative bodies. Research has shown, for instance, that unless women constitute a minimum of one quarter to one third of a body's membership, they participate little.[9] The international community's clear commitment is to increase the proportion of women holding elected office — one of the indicators for measuring achievement of the third Millennium Development Goal. The single most direct and effective method for ensuring that more women hold public office is the existence of legally enforceable provisions requiring that women hold a minimum proportion of seats in elected bodies (through requirements on parties or other means) and appointed positions in State institutions. In post-conflict countries where quota-based systems have not been used, just 12 per cent of parliamentarians, on average, are women. In post-conflict countries that use quotas, women constitute 34 per cent of legislatures.[10]

42. It is up to sovereign States to choose an electoral system and the rules that will govern its operation. The role of the United Nations is to propose and facilitate, not to impose. But neither may we abdicate our responsibility to remind States of their international commitments, including the need to increase the proportion of women in elected bodies and other public institutions. We must, in addition, provide evidence-based advice as to the likely impact of various approaches to ensuring that this obligation is met. The international community promotes temporary special measures such as positive action, preferential treatment and quota systems to advance women's political participation and increase the proportion of women in public office. Their use is underwritten by several international instruments, including the Convention on the Elimination of All Forms of Discrimination against Women, and has received consistent support from the United Nations Commission on the Status of Women. The Secretary-General strongly endorsed the usefulness of temporary special measures in his 2008 guidance note on the United Nations approach to rule of law assistance. United Nations actors involved in electoral support have in some instances provided technical assistance on the use of temporary special measures, including quotas for women. While we can be justifiably proud of the record of the United Nations, the provision of technical assistance in this area would be enhanced by a more consistent and systematic approach. Temporary special measures, including electoral quotas, should be instituted only where the appropriate circumstances prevail. The same holds true with respect to measures that provide for a specific proportion of women in non-elected public bodies. While particular measures may be more applicable to some country contexts than others, we must ensure that technical assistance to all countries includes a rigorous assessment of the potential value of all such measures.

[9] Agarwal, Bina, "Does Women's Proportional Strength Affect Their Participation?" *World Development*, vol. 38, No. 1 (2010).

[10] Data derived from Inter-Parliamentary Union, Quota Project, available at www.quotaproject.org.

To address these issues in an integrated manner and to signal the international community's support for inclusive governance, the Secretary-General has therefore committed the United Nations to ensuring that technical assistance to conflict-resolution processes and countries emerging from conflict promotes women's participation as decision-makers in public institutions, appointed and elected, including through the use of temporary special measures such as positive action, preferential treatment and quota-based systems.

43. United Nations assistance will, moreover, ensure that gender discrimination is addressed at every stage of the political process. To this end, the United Nations will support reform of the legislative framework relating to political parties, citizenship, personal status and identity documents for internally displaced persons and refugees; efforts to ensure that women achieve substantial representation in electoral administration and dispute-settlement bodies, and that all election processes (including voter registration, civic education, polling, candidate security and media access) are free from gender discrimination; and vulnerability mapping to assess potential violence facing women (as voters, party workers and candidates), as well as action to prevent and respond to such threats.

44. The Secretary-General will ask the relevant United Nations entities to review their procedures to ensure the consistent provision of these forms of technical assistance. This will involve, inter alia, providing gender and election expertise to mediation processes so that there can be an early assessment of methods for ensuring that greater numbers of women play post-conflict decision-making roles, elected and appointed; revising the terms of reference for assessment missions to ensure the routine provision of an evidence-based analysis of options for temporary special measures, such as statutory quotas; and convening a broad-based national consultation, involving political parties, civil society groups and women parliamentarians from other post-conflict countries in the region who have participated in quota-based systems, with a view to assessing the desirability of competing approaches. Support for public administration reform, moreover, will ensure the full consideration of measures, including quotas and fast-track promotion schemes, to increase the proportion of women in State institutions at all levels, as well as capacity-building to improve their effectiveness.

45. The action plan's sixth commitment concerns support for the rule of law, which is of paramount importance in post-conflict countries, and which comprises institutions that provide security, administer justice and determine the legislative framework. The absence of the rule of law is synonymous with State collapse. The denials of security, justice and equality that women suffer when rule-of-law institutions are unresponsive to gender issues were outlined in section III of the present report. A comprehensive programme aimed at confronting each of those challenges is beyond what can be offered here. Some issues will be addressed by other components of this action plan: the better integration of women's and girls' security needs into peace agreements and post-conflict planning frameworks; increased resources for activities that target women's access to justice; specialists on legal reform from a gender perspective in civilian-response teams; and more women in leadership positions to demand accountability for all of the above.

46. Given the scale and scope of the issues involved, the present report will confine itself to outlining three concrete measures that will support and signify the commitment of the United Nations to ensuring that its approach to the rule of law —

before, during and after conflict — systematically promotes women's rights to security and justice. First, where United Nations peacekeepers are deployed, the Organization will prioritize women's and girls' security through the creation of a protective environment for women, including those in refugee and camps for internally displaced persons, and by increasing the proportion of female police officers in peacekeeping operations to 20 per cent by 2014. This will empower women and encourage them to report crimes, including sexual and gender-based violence. The approach of the United Nations to combating sexual and gender-based violence will also be improved through the systematic application of the measures contained in the guidelines, tools and training resources developed for civilian police and military peacekeepers, including the United Nations police standardized best practices toolkit on gender and policing in peacekeeping operations and the United Nations police standardized training curriculum on investigating and preventing sexual and gender-based violence. Building the capacity of national security actors to replicate, improve upon and institutionalize such practices, including through gender-sensitive security sector reform, will be an integral part of this effort. Finally, quick-impact projects will continue to be used for confidence-building purposes, including through projects that empower women or contribute to a protective environment for them.

47. Secondly, we must provide regular and immediate support with respect to access by women and girls to justice and law-enforcement institutions. Legal support services for women — implemented early and on a scale sufficient to demonstrate commitment to ending impunity and protecting victims — will become a standard component of the United Nations rule-of-law response. Building on innovative existing programmes, national and international actors will work in partnership to train lawyers, paralegals and police liaison assistants to provide legal advice and logistical support to women seeking to, inter alia, report and participate in the prosecution of sexual and gender-based violence and other crimes, register land and inheritance claims, pursue child custody and obtain State recognition of their citizenship. This will be complemented by efforts aimed at the establishment of designated units within police stations to register, respond to and monitor cases brought by women and specialized units to prosecute cases of sexual and gender-based violence.

48. Thirdly, the Secretary-General calls on all actors to ensure that minimum standards of gender responsiveness are established for truth commissions, reparations programmes and related bodies. While the design of transitional justice institutions is for negotiating parties and post-conflict governments to decide on, the international community must state clearly how such mechanisms can be made consistent with Security Council resolutions and other international legal provisions on women's and girls' rights. The United Nations will develop guidance and model language on: (a) the composition of transitional justice institutions' governing bodies, especially regarding the proportion and profile of women to be included; (b) their terms of reference, in particular with respect to which crimes and perpetrators fall within their jurisdictions, the period covered and links to other justice institutions; and (c) procedures for protecting the security and dignity of victims and witnesses, ensuring appropriate evidentiary standards and determining forms of redress and modalities for implementing them. At the country level, the relevant United Nations entities will monitor and report on the operation of

transitional justice institutions, assessing their consistency with these and other standards.

49. The action plan's seventh, and final, commitment concerns economic recovery. Not only can women's economic activity contribute significantly to durable peace; greater participation in the workforce often provides women with the resources, status and networks needed to enter the political sphere, whether by contesting elections or engaging in civic activism. While a diverse array of measures is necessary to capitalize on women's productive potential and ensure their economic empowerment, the international community's most important contribution may be to correct for the pervasive biases that direct post-conflict resources overwhelmingly towards men, on the basis of a belief that this can deter them from turning, or returning, to violence. Such assumptions ignore countervailing evidence that steering resources towards women can be equally efficient at producing conditions conducive to lasting peace. An analysis of incentive programmes targeted at men deemed at risk of joining insurgent groups showed that men's cost-benefit calculus was based on overall household income; whether livelihood opportunities were made directly to such men or to female household members had no effect on men's propensity to join insurgencies.[11]

50. For reasons of both efficiency and equity, therefore, the Secretary-General is committing the United Nations to ensuring women's equal involvement as participants and beneficiaries in local development, employment creation, front-line service delivery and disarmament, demobilization and reintegration programmes in post-conflict situations. To begin fulfilling this commitment, the Secretary-General will ask senior United Nations leaders at Headquarters and in the field to initiate action in four areas. First, where local development and infrastructure programmes are based on participatory approaches — a model that should be actively encouraged — these should require the direct involvement of women and women's civil society organizations in setting priorities, identifying beneficiaries and monitoring implementation. Research has demonstrated the benefits of such approaches.[12] Secondly, post-conflict employment programmes should specifically target women as a beneficiary group. A range-of-parity principle should be applied to ensure that neither sex receives more than 60 per cent of employment person-days. In addition, employment programmes must ensure that women workers receive payments directly and that barriers to equitable participation are addressed — for instance, by adjusting work-output quotas and providing adequate security arrangements. Senior United Nations leadership in the field will revise, monitor and report on compliance with the gender-related provisions of the United Nations operational guidance note on post-conflict employment creation, income generation and reintegration.

51. The third measure to ensure gender-responsive economic recovery involves the promotion of women as "front-line" service-delivery agents — for example, in the areas of health care, agricultural extension and natural-resource management. Research has shown that placing women in front-line roles enhances outreach to female clients, increases women's autonomous income and produces role-modelling effects, encouraging other women to pursue careers in public life.[13] The Secretary-

[11] "Pakistan Crisis Analysis Framework: Understanding Crisis in NWFP and FATA" (World Bank/United Nations, April 2010).

[12] Narayan, Deepa, and Petesch, Patti (eds.), *Moving out of poverty, volume 1: cross-disciplinary perspectives on mobility* (World Bank, 2007).

[13] Tendler, Judith, *Good Government in the Tropics* (Johns Hopkins University Press, 1998).

General has asked senior United Nations leaders to ensure that technical assistance to government agencies includes guidance on how to increase the proportion of women who are front-line service-delivery agents.

52. Fourthly, specific measures are needed to ensure women's equal participation in all stages of disarmament, demobilization and reintegration — from the negotiation of peace agreements and the establishment of national institutions to the design and implementation of programmes. Disarmament, demobilization and reintegration programmes must remove obstacles to participation by female combatants and women and girls associated with armed forces and groups; offer appropriate reintegration assistance to women, including material and psychosocial support to those facing particularly discriminatory attitudes or violent behaviour from families or communities when returning to civilian life; support female caregivers of disabled and chronically ill ex-combatants and children formerly associated with armed forces and groups; institute vetting procedures to exclude violators of women's rights from the security services; and provide gender-responsive reconciliation and public-safety programmes for communities receiving large numbers of ex-combatants. As part of this effort, senior United Nations leadership in the field will monitor and report on the application of the gender components of the United Nations integrated disarmament, demobilization and reintegration standards.

# V. Conclusions and observations

53. There is unprecedented support in the international community for robust action to ensure women's full participation in peacebuilding. The analysis and action plan presented above provide a strong basis for fulfilling the promise of the resolutions of the Security Council on the issue of women and peace and security. We should harbour no illusions, however, about the challenges of implementation. Revising procedures and designing programmes requires careful deliberation. Additional resources are also needed, and the Secretary-General urges Member States to make substantial, long-term investments in women's security and productive potential, which act as "force multipliers" for lasting peace.

54. Member States must also ensure that their support for women's engagement in peacebuilding is consistent. Positions adopted on crucial issues should not vary across institutional contexts, both within and beyond the United Nations. Enhancing women's capacity to engage in peacebuilding must be prioritized in, inter alia, supporting peace processes through independent diplomatic initiatives, providing bilateral assistance to post-conflict countries or participating within United Nations intergovernmental bodies.

55. The United Nations system must ensure coherent action as well. The Peacebuilding Commission, whose founding resolutions include a mandate to address gender issues, has an important role to play, including through its country-specific configurations. Tracking the progress made in fulfilling the provisions of the action plan's seven commitments is crucial. Monitoring will be facilitated by the global indicators on the implementation of resolution 1325 (2000) prepared at the Security Council's request. In accordance with the Council's instructions as contained in paragraph 15 of resolution 1889 (2009), reporting and monitoring on the implementation of this action plan will be part of my overall agenda for action to improve the peacebuilding efforts of the United Nations.